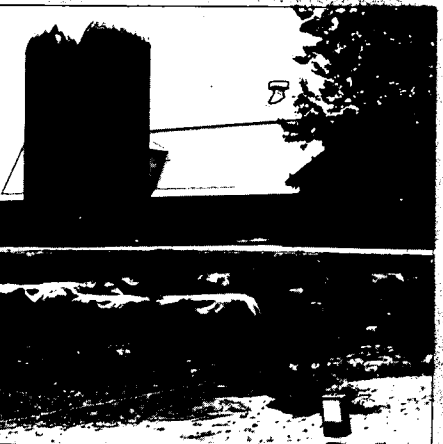
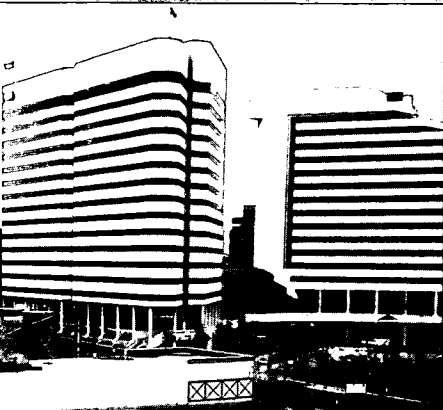


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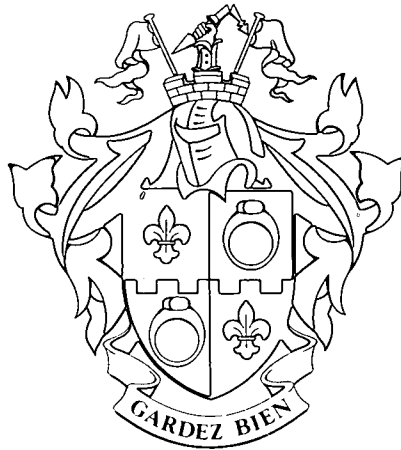


# *Envisioning Our Future*



THE REPORT OF THE COMMISSION ON THE FUTURE  
OF MONTGOMERY COUNTY, MARYLAND

*June 1988*



THE REPORT OF THE  
COMMISSION ON THE FUTURE  
OF MONTGOMERY COUNTY,  
MARYLAND

*June 1988*

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# COMMISSION ON THE FUTURE OF MONTGOMERY COUNTY

## COMMISSION ON THE FUTURE OF MONTGOMERY COUNTY

### SUMMARY OF RECOMMENDATIONS

CHAPTER 2 - ORDERLY GROWTH

CHAPTER 3 - NEIGHBORHOODS

CHAPTER 4 - HOUSING

CHAPTER 5 - HUMAN SERVICES AND CHILD CARE

CHAPTER 6 - EDUCATION

CHAPTER 7 - ENVIRONMENT AND HEALTH

CHAPTER 8 - QUALITY OF LIFE

CHAPTER 9 - GOVERNANCE AND FINANCE



## CHAPTER 2

### ORDERLY GROWTH

#### Summary of Recommendations

Strive for a steady, sustained growth in the creation of new jobs, based on a 10-year trend average of 10,000 jobs annually.

Be selective in the kinds of employment growth we encourage.

Sponsor or cosponsor with neighboring jurisdictions, a major study of how our regional economy works.

Undertake a comprehensive reassessment of the General Plan.

Maintain the Agricultural and Open Space Reserve.

Allow limited recreational uses in the reserve and open space.

Plan for a more compact pattern of living near selected Metrorail stops.

Increase housing production by 50 percent above projected levels countywide.

Provide needed infrastructure at a more rapid pace.

Restrict locations permitted for low-density employment.

Change zoning to require convenience commercial uses in all major employment centers.

Replan the I-270 corridor from the Beltway to Clarksburg; formulate an overall plan for the Route 29 corridor.

Develop a comprehensive, functional transportation plan.

Survey all residents regarding their transportation needs.

Assist neighborhoods in acquiring their own jitney services.

Provide convenient, free public bus transportation within the county.

Give greater attention to aesthetic considerations in all aspects of planning.

Improve cooperation among the County Council, County Executive and Planning Board in planning and growth management.

## CHAPTER 3

### NEIGHBORHOODS

#### Summary of Recommendations

Explore establishment of locally-elected neighborhood councils in neighborhoods that want them, allowing each to share in the decision-making on matters that affect only its neighborhood.

Enact zoning text amendments that would permit establishment of home occupations and small businesses in willing neighborhoods under controlled conditions.

Encourage the creation of magnet centers that can be operated and used by neighborhoods.

Appoint an ombudsman for neighborhood issues.

Encourage county government to work with neighborhoods on public transportation issues.

Ensure that it is possible to travel by foot or bicycle within neighborhoods.

## CHAPTER 4

### HOUSING

#### Summary of Recommendations

Strengthen implementation of the county's housing policy that anyone - of whatever income or ethnicity - has the opportunity to live anywhere in the county.

Provide incentives to encourage the construction of housing near Metro stops.

Establish a land bank for low and moderate income housing units.

Reinstate the 15 percent Moderately-Priced Dwelling Unit (MPDU) requirement and reduce the threshold units from 50 to 35 or 40 units.

Retain the MPDU designation on MPDUs for the life of the dwelling unit.

Encourage use of high-tech construction methods in an effort to reduce housing costs.

Enlist the aid of business and industry to help finance the building and employee purchase of moderately-priced housing.

Find a much larger, steady source of income for the county's housing programs.

Build more urban-like neighborhoods with closely-knit housing balanced with amenities.

## **CHAPTER 5**

### **HUMAN SERVICES AND CHILD CARE**

#### **Summary of Recommendations**

**Emphasize case management in the Department of Social Services.**

**Promote the issue of recruiting, training and retaining qualified child care providers.**

**Make available before- and after-school care for all elementary school children.**

**Increase funds for recreation, library and school programs for after-school activities.**

**Make transportation available for after-school and recreation activities.**

**Plan county facilities to include joint use by children and senior citizens and develop intergenerational programs throughout the county.**

## CHAPTER 6

### EDUCATION

#### Summary of Recommendations

Define clearly the mission of the public schools and communicate to the community what the schools can and cannot do.

Involve parents in the educational process.

Promote greater fiscal accountability from the Board of Education and urge greater cooperation among the Board of Education, County Council, County Executive and Planning Board.

Provide greater latitude to teachers and principals on resource allocation, curriculum, and staffing matters; reduce size and scope of area offices; strengthen central office responsibility for equity oversight and innovative programs.

Keep teachers' compensation competitive with the private sector and with other jurisdictions.

Work to simplify Maryland's Teacher Certification System.

Make provisions for a longer school year.

Ensure that school curricula keep current with the demands of modern technology.

Encourage more private sector involvement in the schools.

Continue to encourage experimentation with new ideas and programs.

Coordinate all higher education in the county.

Work to ensure strong state support of community colleges, including sufficient funding for Montgomery College.

Bring together educators, business, community and government leaders regularly to discuss the adequacy of higher education and whether it is meeting the needs of the community.

Improve the public perception of technical education and technical positions as challenging and respectable career choices.

## CHAPTER 7

### ENVIRONMENT AND HEALTH

#### Summary of Recommendations

Explore every possible way of reducing the amount of garbage that must be disposed of, through recycling and reduction of waste material.

Require gasoline stations to install gas vapor recovery devices at the pump.

Adopt more stringent emission standards for all vehicles.

Consider radon inspections at the time of sale of a home.

Expand the role of county government as a protector of the health of its citizens.

Explore options to create an insurance group for citizens otherwise unable to obtain group health insurance at group rates.

Expand and improve the public health clinics.

Make a transitional health care system a priority in health care planning.

Expand the health resources in the Montgomery County Public Schools and intensify health education.

## CHAPTER 8

### QUALITY OF LIFE

#### Summary of Recommendations

Reaffirm its commitment to the park system, ensure open spaces in urban areas and continue to protect and acquire stream valleys to form connecting greenways.

Enact a countywide tree protection ordinance.

Maintain close-to-home recreation opportunities by requiring park or open space as a part of any new or redeveloped residential area over a certain size.

Develop a coordinated public policy for recreation and cultural facilities and programs.

Consolidate management of all Montgomery County public recreation programs and resources, regardless of ownership by the year 2000.

Pay special attention to the leisure and recreational needs of all populations.

Acquire land now that could be used in the future for a major cultural center for the visual and performing arts.

Establish a museum of our historical and cultural heritage which would illuminate our history and point to our future.

Support an expanded library system so that it may continue to serve as a major cultural, education and information service.

Expand all public safety services to keep current with the increased population, changing demographics, and growing social problems.

Keep pace with technological changes in fire and rescue procedures and develop contingency plans in the event of an emergency at a high technology or biotechnology site.

## CHAPTER 9

### GOVERNANCE AND FINANCE

#### Summary of Recommendations

Explore various options for increased sources of revenue:

- ° Increase the property tax
- ° Increase the income tax
- ° Impose impact fees throughout the county
- ° Tax the increase in real estate values
- ° Extend the definition of taxable property
- ° Increase user fees
- ° Close the MPDU loophole

Maintain good management practices.

Expand cooperative links with neighboring jurisdictions.

Plan, in a systematic and orderly way, for the future.



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# Letter from the Commission

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*To Members of the County Council and the County Executive:*

*On behalf of the members of the Commission on the Future of Montgomery County, we are pleased to submit our final report for you to consider and act upon. It is the culmination of months of discussion, some of which was controversial, and not all Commissioners agreed on every issue or on every approach to those issues. We have identified key trends and have highlighted those critical and emerging challenges likely to shape the future of our county. We believe that we have produced an informative and thought-provoking document, which will give you a better basis for addressing those complex policy decisions that we face.*

*Throughout our report, we have suggested innovative options — new departures from past practices, new solutions to old problems — that we believe offer the potential of affordable quality for all citizens.*

*While it appears unlikely that Montgomery County will experience stringent austerity in the future, it is also unlikely that we will be so prosperous that we can sustain a quality future simply by expanding traditional programs and practices. Whatever we do, the future will force us to make hard choices between the competing legitimate needs of different groups of citizens. We must seek to resolve the issues of growth and liveability, quality and affordability, not simply as acceptable trade-offs or compromises, but as innovations.*

*In preparing the report, the members of the Commission have spent the past 18 months on a fact-finding mission which, among other tasks, gathered information concerning a wide range of trends and developments that are likely to have significant impacts on life in Montgomery County during the next 30 years or so. In this process, there were many times when we felt overwhelmed with data: tables and graphs, government reports and expert testimony, overlapping considerations and conflicting concerns. Gradually, however, we began to understand the basic combination of forces that have brought us to where we are today, and that are most likely to profoundly shape our future.*

*Once the Commission completed its information gathering, we took our preliminary findings to the public, in the form of a draft of this report. Commission members held 17 public forums throughout the county to discuss the draft report with over 900 citizens. In addition to these public forums, members of the Commission met with various civic organizations, business groups, service organizations, school-oriented groups, and county committees to present and discuss the draft report. During the citizen input process, Commission members were presented with a new dimension to our future that we had not previously considered. While we pursued our County Council mandate to produce a future agenda for Montgomery County, we found that most residents were, in reality,*

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*primarily concerned with the future of their local communities. We went to the public forums to talk about managing growth and change in Montgomery County, but citizens often came to those meetings to talk about managing growth and change in Aspen Hill or Potomac; Silver Spring or Germantown.*

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*Several major themes emerged which served to guide us in the development of much of our report and in the framing of a number of specific recommendations:*

#### *Sense of Community*

*Montgomery County is a pretty big place. It spans an area the size of the State of Rhode Island, and houses a population larger than metropolitan Boston. In an entity that is this large, this diverse, and so geographically widespread, it often is difficult for many residents to develop a strong sense of identification with a particular community.*

*Clearly, the community with which we each identify — and to which we devote our active concern and commitment — is the neighborhood where we live. A number of the report's recommendations are designed to foster a greater sense of community in our neighborhoods. We strongly endorse neighborhood magnet centers, which can serve as a hub for neighborhood activities, and as a meeting place for conversation, recreation, and leisure. We also call upon the county to encourage neighborhood councils, which we think can give individual neighborhoods a greater share in making decisions about matters that affect the quality of life in the immediate community.*

#### *A Moderate Course on Growth*

*As we conducted our public forums, we heard many complaints from citizens about the rate of growth in Montgomery County — about jammed highways and overcrowded classrooms, about housing developments invading once pristine woodland areas, and about high rise buildings replacing the corner grocery store. We also heard voices on the other side, stressing that if we block all growth the county will stagnate, and eventually decline — that without growth we cannot expect to continue to enjoy our high standard of living, or provide our children with a first rate education, or pay for the full range of other county services we have come to take for granted.*

*We believe both sides are right — up to a point. We need moderate growth to provide the better schools, the improved libraries, the more sophisticated medical facilities, the modern shopping centers and the first class services that make and will continue to make Montgomery County a*

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*quality living environment. But we threaten all of this if we allow unconstrained growth, and if we fail to carefully manage and plan our growth for the future.*

*Our report concludes that the growth in employment of the past few years — averaging more than 20,000 jobs annually — is much more than we can prudently absorb. We suggest moderating this rate of growth to about half that level — or 10,000 jobs per year. This will bring the growth rate more in line with the levels we have experienced over the past decade or more.*

*We also strongly endorse preserving the agricultural reserve — fully one-third of the county's land area — in its present undeveloped state. We see this area as a heritage that should be left to future generations. But we also call for increasing housing production by 50 percent above projected levels, particularly near selected Metrorail stops. This will bring housing production more in line with the moderate employment growth we call for. And it should make it far easier to supply housing at affordable levels, something which we have found extremely difficult to do in recent years.*

### ***Demographic Change***

*Today, more than a quarter of the county's population are foreign born or members of racial minorities. This increasingly rich cosmopolitan mix of culture and enterprise will clearly be a major feature of our future.*

*In addition, our population is growing both younger and older. At one end of the spectrum, a "baby boom echo" is now filling many of our maternity wards. At the other end, greater longevity is producing a boom growth in the numbers of seniors in the county, especially the over-75 population, which is expected to double.*

*These demographic changes have profound implications for the county's future. They will require that we give greater attention to leisure time activities, adult education programs, and to the adequacy and affordability of our health care delivery system. They will also require that we take steps to expand our child care programs, and ensure that those responsible for child care are properly trained and licensed. It is also essential that we plan now to ensure that there are adequate classrooms for the "baby boom echo" generation.*

### ***Preparing Our Children to Meet the Future***

*Our children, of course, are our greatest resource for the future. If we do nothing else, we must ensure that they are adequately prepared to face the challenges and to take advantage of the opportunities that the future will bring. For this reason, our recommendations on education are among our most important. We have to be able to attract and keep first rate teachers, and we have to expect to compensate them appropriately. We must beef up*

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*the curriculum — especially in the math and science areas — if our graduates are to become fully productive members of the workforce of the future. Every study that we have seen has shown that the more teachers treat their students as bright and gifted, the more those students can achieve — even if they begin their school careers as average scholars. We should be prepared, over time, to phase in a longer school year.*

*We must also ensure that the benefits of our outstanding educational system — and we believe it is an outstanding system — be made available to all on an equal basis. Montgomery County has a tremendously diverse school population, and it is essential that our educational system be designed to allow every student to have the chance to expand his or her basic talents and abilities to the fullest.*

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*There is no single key — no silver bullet solution — that will assure our ability to answer all the questions and solve all the problems we see on the horizon. Our 18 months of study suggests there is a wide array of constructive policies by which we can manage our future and these have been placed in our report for you to act upon.*

*Our report represents the completion of a tremendous effort by both the members of the Commission you appointed and the many citizens who took the time to participate in our outreach effort, both orally and in writing. All of us who have taken part in this process have grown in understanding to a greater extent the complicated and complex factors shaping our social and economic future. Just such an understanding will be fostered for all our citizens as you, our elected representatives, complete your deliberations concerning our report. Our final legacy as Commissioners will be to remain available to assist you in preparation for your planned Fall Chautauqua on the Future and any other deliberations which involve our report.*

*We have thoroughly enjoyed this opportunity to serve the citizens of Montgomery County as members of the Commission. We hope the report will provide an opportunity for all citizens and officials to reflect on the future and to make choices which will contribute to the quality of life in our county in the coming decades.*

Sincerely,

*Graham T. T. Molitor*      *Richard A. Wegman*

Graham T.T. Molitor  
Chairman

Richard A. Wegman  
Vice Chairman

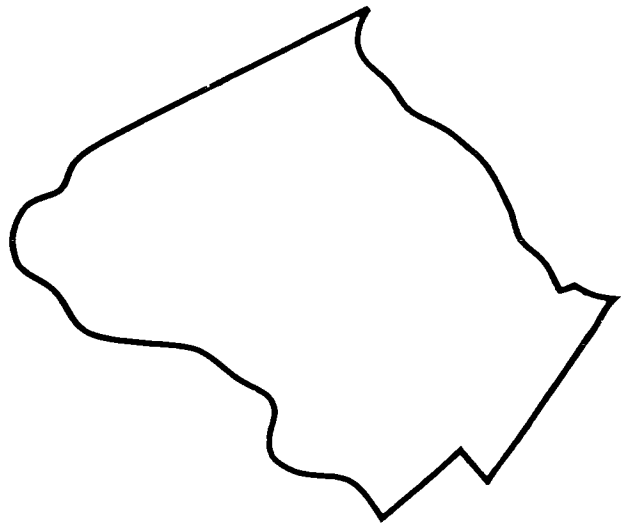
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# CHAPTER

## *Montgomery County, As It Was, As It Is, and As It May Be*



ONE

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*This place is, without a question, the most healthful and pleasant place in all this country, and most convenient for habitation, the air temperate in summer and not violent in winter. It aboundeth with all manner of fish ... and for deer, buffaloes, bears, turkeys, the woods do swarm with them, and the soil is exceedingly fertile ...*

— From the diary of Henry Fleet, a fur trader, who in 1624 came upon the land that would become Montgomery County. Quoted in “A Grateful Remembrance,” by Richard K. MacMaster and Ray Eldon Hiebert.

In preparing this report on Montgomery County’s future we found helpful a brief review of past and present. For if we understand where we came from we can understand where we are going.

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Originally part of Frederick County as chartered by the King of England, Montgomery County became a separate jurisdiction in 1776, taking its name from a popular Revolutionary War hero, Richard Montgomery. It was cultivated as farmland and, despite periods of soil depletion, farming continued to be its main commerce for 200 years.

Its population included a relatively large number of Catholics and other religious minorities who flocked to Maryland as a haven. A significant Quaker presence continues to this day in Sandy Spring.

The county’s divisions were heightened by the Civil War, when many residents, especially slave owners, voted to secede with the South. They were narrowly outvoted, largely by the abolitionist Quakers, but much bitterness remained. It is interesting to note that President Abraham Lincoln had the editor of The Montgomery Sentinel jailed because of his advocacy of the secessionist cause.

Right through the early 20th century Montgomery County’s primary identity remained rural. But, as a harbinger of the future, in the late 19th century wealthy Washington residents began building summer homes in the county to escape the District’s oppressive heat, and streetcar lines were extended from the central city.

Gradually, metropolitan Washington pushed out its borders. Summer home communities became year-round residences and by the 1920s, bedroom commuter suburbs were well established. The biggest push came just after World War II, when Montgomery County and the other jurisdictions in Maryland and Northern Virginia rushed to provide

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housing desperately needed by the government workers who had arrived during the New Deal and World War II. Except for brief periods of moratorium and recession, that growth has continued unabated.

*Today, parts of the downcounty areas can be considered urban-like, while much of the upcounty area remains rural. Suburban neighborhoods occupy much of the rest.*



Today, parts of the downcounty areas (those nearest the District) — Friendship Heights, Bethesda, Silver Spring, Takoma Park — can be considered urban-like, while much of the upcounty area (the northern arc of the county) remains rural. Suburban neighborhoods occupy much of the rest. But growth of the county's population is only part of the story. Another major change in the past 20 years has been the dramatic growth and development of jobs located in the county.

Sixty percent of our residents work within Montgomery County today, a vast change from a generation ago when most residents worked in Washington, D.C. It would be untrue to say that the county is no longer dependent on the federal government. Twenty-five percent of our workforce commutes to Washington, many to federal government jobs. Another 12 to 13 percent or so works directly for the federal government inside the county, at the National Institutes of Health, the National Bureau of Standards, the Department of Health and Human Services and other government offices. The federal government is still our largest single employer.

In addition, many county residents work in jobs that would not be here but for the fact that Washington is the national capital — defense firms, research companies, computer suppliers, trade and lobbying associations, media and telecommunications companies and so on. It is hard to know precisely how many jobs are linked to the federal government, but unquestionably the numbers are large. In that sense, Montgomery



County is still a suburban community, dependent on the industry of its central city.

But more and more, our residents are working for private industry within the county, in corporate headquarters, in high technology manufacturing, in biogenetic research, and in the large retail and service industries that have sprung up to serve county residents.

To gain perspective on the growth of the service industry in Montgomery County, it is helpful to recall that 25 years ago it was perfectly usual for county residents to go to Washington, D.C., for Christmas shopping, doctor visits and a good meal in a restaurant. Today, no one need do that and few do. In fact, it is not unusual for District residents to come to Montgomery County to shop, see medical specialists or eat out.

Another way to gain perspective on the county's economy is to recall that 25 years ago planners of the Metrorail service gave little thought to the needs other than transporting people from the suburbs to the central city. After all, those were the traffic patterns anticipated then. Today, people who live in Olney, Silver Spring and Rockville and work in Bethesda and Gaithersburg jam our east-west roads during rush hours.

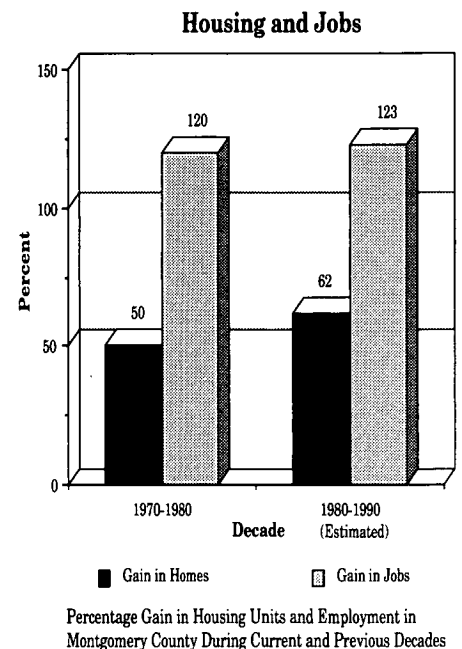
Montgomery County has become a regional employment center, meaning that quite a few people commute to Montgomery County from elsewhere, particularly Northern Virginia, Frederick and Howard Counties. About 40 percent of the jobs in Montgomery County are held by people from outside the county. Part of the reason for our large number of commuters is that Montgomery County has the equivalent of full employment, with less than 3 percent of its workforce unemployed. If anything, there is a job surplus, especially in the service industry where fast food restaurants and other jobs offer more than the minimum wage to attract workers.

Another reason more people commute to Montgomery County from outside its borders is the shortage of housing. In the 1970s, the number of jobs in the county grew by 120 percent, while the number of housing units grew by only 50 percent. The figures for the 1980s look somewhat better — by 1990, jobs will have grown by 123 percent, housing by 62 percent. But there is still a serious gap between the number of jobs here and places to live for those who hold them.

These statistics mark the county's enormous economic change. And along with it have come social and political changes.

Forty years ago, with a primarily rural population, there were clear demarcations of the population. There were long established families, both white and black, with blacks mostly concentrated on land received

*Montgomery County has become a regional employment center; about 40 percent of the people commute from elsewhere, Northern Virginia, Frederick and Howard Counties.*

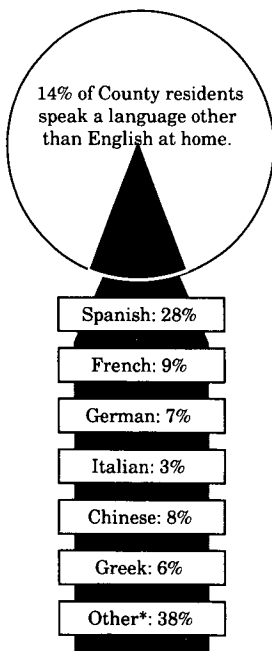


at the end of the Civil War. The political system reflected the rural, Southern character of the county. Power was concentrated in the courthouse and the Maryland General Assembly, and wielded by a network of friends and relatives. Segregation was a fact of life.

During the 1920s the burgeoning population needed a more sophisticated institutional framework to address needs, and the state created the bicounty agencies (straddling both Montgomery and Prince George's Counties), the Washington Suburban Sanitary Commission and the Maryland-National Capital Park and Planning Commission, to provide for water and sanitation needs and to provide for orderly growth and conservation.

Then, in the 1930s and 1940s, the county attracted a large group of mostly liberal newcomers, drawn from all across the country to work in the federal government's New Deal programs, and they pushed for change. In 1948, Montgomery was the first county in the state to be granted home rule, meaning that for the first time political power was concentrated in the county rather than the General Assembly. Seven County Councilmembers were elected to legislate policy as well as to administer that policy. Still later, in 1968, the county decided to split the legislative and administrative functions of government between the Council and an elected County Executive, recognizing the fact that the county was becoming too complex to be run on a part-time basis.

#### Occurrence of Foreign Languages Spoken in Montgomery County



\*Over 50 languages.

The roots of the Montgomery County of 40 years ago can still be traced in the rural areas of Barnesville and Clarksburg, the black enclaves of Tobeytown and Scotland, and in the liberal churches and synagogues of Silver Spring. They are an integral part of what Montgomery County was and will be. But the picture has become even more complex.

For one thing, Montgomery County now has over 246,000 households in comparison to just 92,000 in 1960. Many households are smaller than a generation ago as people live longer, have fewer children and divorce more readily.

The county also houses a much more diverse population. Just to give a few examples: in 1987 it was estimated that about 45,000 of our residents were Asian, making Montgomery County the Asian capital of the Washington metropolitan area.

Census data are not collected for Jews, but they are estimated to be about 12 percent of the population, the largest Jewish concentration in the Washington metropolitan area. Blacks now number about 9 percent of the county's population. Montgomery County also has a sizable Hispanic population, numbering about 51,870 people, or about 7.8 percent of the population and growing.

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All this diversity means that one can find kosher dill pickles and edible jellyfish in neighboring stores in Wheaton. It means that when there is war in some part of the world, we will eventually meet its refugees, often in newly opened ethnic restaurants and groceries. And it means that county residents have opportunities to hear foreign languages and sample other cultures in a way that residents of the county were unable to 10 and 20 years ago.

There is no question that diversity strains some of the county's resources. It is not always easy, for example, to find trained social workers fluent in Vietnamese, Spanish or Korean as well as English. Nor is it easy for the schools to accommodate a variety of cultures in the same classrooms. And some county residents distrust and resent those who are different from them. But, for the most part, Montgomery County can be said to be open and welcoming.

For example, despite serious opposition, Montgomery County passed a fair housing law shortly before the federal Fair Housing Act was passed in 1968. The county government hosts an annual ethnic festival attended by thousands of residents. And we can proudly claim some of the best and most integrated schools and neighborhoods in the country. This is not to say we are immune from cultural, class and racial tensions, but we have not been defined by them.

In addition to cultural diversity, newcomers have also brought a new economic diversity to the county. From the 1940s until the 1970s, Montgomery County housed wealthy people, middle and upper-middle class people, and rural people both rich and poor. But from the 1940s until recently it was primarily a middle-class suburb of government workers. Poverty in the county was for the most part limited to old rural areas, isolated collections of shacks and small houses without running water.

To find poor people in the county today, however, one need not travel far. In 1987, 9,000 county households had incomes under \$10,000; 25,000 had incomes between \$10,000 and \$20,000. The need for emergency food and housing has been growing concurrently. To give just one statistic, in 1986 there were 65,000 requests for emergency food, a sixfold increase from 1980.

Even so, Montgomery County can still be considered a wealthy county, overall. Its per capita income is \$21,444, compared to the national per capita income of \$12,772. The average household income in 1985 was estimated to be \$58,500. The income of our 669,000 citizens totals more than \$14 billion, exceeding the gross national product of more populous nations.

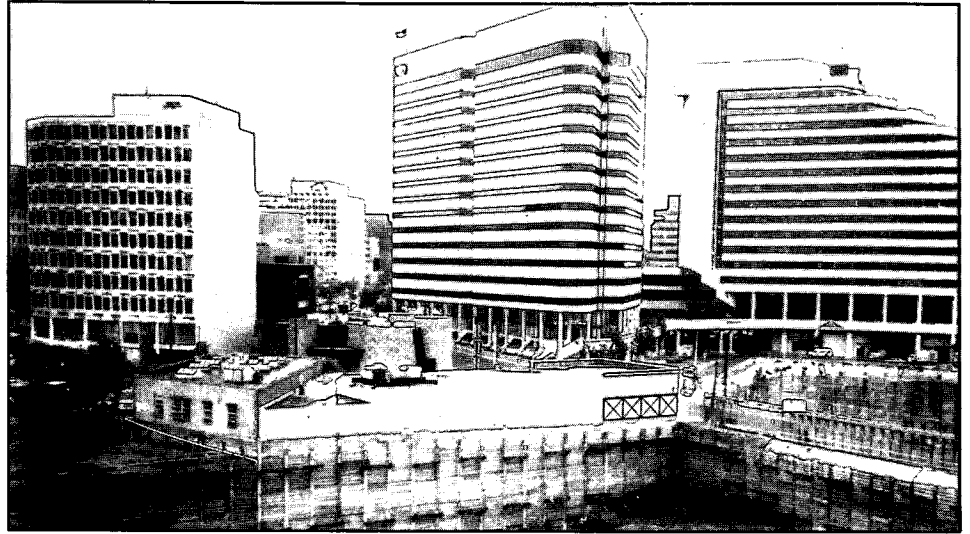
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Our educational levels have remained high, with 42.8 percent of our adult population having had four or more years of college and 22.6 percent holding graduate degrees.



In the remainder of this chapter, we identify a number of trends and demographic changes — both national and local — and highlight some possible outcomes that might emerge over the next 20 to 30 years in Montgomery County.

Some of the national and regional trends likely to affect growth in Montgomery County are:

- Federal deficits and trade imbalances will result in a continued shift of public finance and regulatory burdens to state and local government (unless a major reduction in defense spending and/or a federal tax increase reverses this trend).
  - State governments will impose more and more regulatory and financial constraints upon local communities.
  - A new round of OPEC pressures on the cost of oil is likely by the mid-1990s.
  - Up to 75 percent of the increase in our labor force between 1986 and the year 2000 will be women and minorities.
  - National studies suggest that existing and new small businesses will generate two-thirds of our future growth in employment.
  - Suburban employment increases will dominate changes in the Washington area economy for the foreseeable future.
  - Housing for blue collar and other middle-income households will
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burgeon in jurisdictions outside Montgomery and Fairfax, such as Howard, Frederick and Loudoun Counties.

- The Baltimore and Washington areas are coalescing into one vast automobile-dominated metropolitan region.
- Private sector employment will continue to replace the federal government as the predominant source of new jobs, making this area more vulnerable to unpredictable economic cycles than it has been in the past.
- Air quality problems will mount as the numbers and use of motor vehicles in the region increase.
- Economically disadvantaged residents of Baltimore and Washington are becoming increasingly isolated from the center of suburban employment growth.
- The 1960s radial corridor concept as a pattern for development of the national capital region will all but disappear, since Montgomery County, alone among the metropolitan jurisdictions, has organized its development along these lines.

Some implications of these trends for the county's employment and housing picture are:

- At-place employment increases will greatly exceed projections and the assumptions of the General Plan, although housing production has been pretty much as anticipated and population gains significantly below the Plan's assumptions.
  - Although growth of employment centers downcounty is generally fitting within the concepts of the General Plan, in the I-270 and Route 29 corridors the form of the "corridor cities" and regional activity centers envisioned by the General Plan is being eroded increasingly by market pressures for spreading, low density highway-oriented workplaces.
  - "Services" are expected to continue to dominate local job growth.
  - The ratio of new jobs to new housing (and resident workers) is likely to change at a rate that produces a cumulative 5 to 10 percent shortage of homes per decade.
  - Downcounty neighborhoods are maturing and aging.
  - Federal funding for new assisted housing is rapidly disappearing — while three-fourths of the contracts for private, federally subsidized housing will expire before the year 2000.
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- Federal tax laws have eliminated nearly all sources of investor interest in new rental housing construction and acquisition.
- Rapidly rising land values, growing environmental protection requirements, higher standards of community design, and a host of other up-front development costs are greatly increasing the cost of all housing construction - and the value of all existing homes.
- Finding suitable housing is becoming increasingly difficult for a significant portion of the county's workforce.
- During the past 10 years county planning processes have become increasingly focused on subdivision, site development and infrastructure planning problems to the detriment of longer term community and neighborhood planning and at the expense of truly countywide long-term needs. During this same period, our problem of balanced growth has become countywide in its origins and complexity.

Demographic trends are also going to affect our growth patterns profoundly:

- The county is a rapidly maturing community; 75 percent of the total population growth beyond 1995 is projected to occur in age groups above 50; and long-term, little or no growth is seen in the main working age groups.
- The ethnic composition is also changing rapidly — as many of the new residents are expected to be minority citizens.
- Singles and nontraditional households will continue to comprise a growing portion of our increase in households countywide.
- Approved Master Plans have the capacity to accommodate 440,000 households and 1,500,000 jobs, but whether the “mix” of new housing sites or new employment locations matches the locations or density of development required to sustain our orderly growth is not known.
- There appears to be a perceived and artificial shortage of land for development caused by regulatory constraints and the unavailability of public services.
- Population density in the mid-1980s has reached 1,296 persons per square mile as contrasted to Washington, D.C. at 9,333 persons per square mile — or San Francisco at 15,361.

And finally, several transportation factors suggest why we heard so much about traffic in our public forums:

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- The 1970s began with the adoption of the General Plan, the approval of the Metro system, the coordination of planning for Metro with the design of our downcounty business districts, and the elimination of several major transportation improvements called for in our General Plan (the Outer Beltway, the Northern Parkway and the extension of Metro along Route I-95).
  - During the 1970s the county's funding priorities went to Metro and Metro-related access roads, while numerous other road projects were cancelled or delayed due to two recessions and citizen opposition.
  - The county's dependence upon the private automobile for transportation has continued to grow; the percent of total work trips by private automobile has not changed in the past 30 years, despite investments in heavy rail and bus transportation.
  - Americans put a high premium on the convenience of the automobile — and are willing to accept long commutes for other values in housing and in their personal lifestyles.
  - Zoning and housing patterns require increasingly long commutes between most jobs and most homes (the length of the average work trip has grown from 4 to 8.5 miles in the last 30 years).
  - The design and density of development within most of our up-county employment centers are nearly impossible to serve by the planned highway system, and the design of residential subdivisions emphasizes privacy and security at the expense of overall traffic circulation and access to public transportation.
  - As the result of an accelerated program of highway construction, launched in the early 1980s, most of the major highway improvements that remain in our area Master Plans have been initiated; most of the Beltway and the lower portion of I-270 are being improved to ultimate reasonable capacities; and all foreseeable funds for Metro construction have been committed for the next 15 years.
  - While these improvements are likely to reduce congestion throughout the county, many local transportation officials believe that existing land use plans cannot be supported by the currently planned transportation system beyond the year 2000.

The implications of these trends include the following:

- Employment increases, locations and densities are now the driving force in the county's need for housing and travel demand.
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- An imbalance in new jobs versus new housing will increase inflationary pressures on the price of vacant land, apartment rents, and sales prices of all new and existing housing.
- Pressure will mount for use of accessory living units in existing housing stock and for the opening of new land for residential development; and we will experience a new round of pressures for the conversion of rental apartments into condominiums.
- Commuting into the county will become a way of life for a growing percentage of the county's work force.
- Forecasts for virtually no growth in the working age population (30-60) between 1995 and 2020 will have major consequences for all county-based retailing, health needs, leisure services, education, and social programs.
- As a result of these housing, demographic and transportation trends, there will be major labor force shortages in all categories of service, maintenance, clerical, sales, public safety, teachers and other support personnel.
- The business community will experience a significant escalation of wages which will be passed on to the consumer in higher costs of goods and services.
- Heavy traffic congestion and limited housing supply will constrain the county's employment growth.
- Development and other public service needs for newly developing land will find competition from needs for maintenance and redevelopment of facilities in mature communities.

It's all very well for us to speculate about trends and what they portend, but we should now ask ourselves how these trends can be interrupted and/or improved upon. Over the short-term (1988-1995) future, the county:

- Needs to recognize that it is faced with issues of suburban change that are occurring in all major U.S. growth centers and that no community yet has resolved these issues successfully.
  - Has only a very limited knowledge of the powerful social and economic forces at work — and very real constitutional limits on its ability as a government to intervene in the affairs of private business and property rights.
  - Must also recognize that there is no single "solution" to our problems.
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- Needs a major public dialogue regarding the causes of its problems, including the:
    - effect of rapid employment growth.
    - historical trends towards an auto-dominated society.
    - community demands for low density housing and employment patterns.
  - Should promote more balanced development:
    - residential versus jobs.
    - rate of growth versus infrastructure building.
    - neighborhood stability versus change.
  - Should make policy consistent with the fact that investment in public transportation requires high density development at selected locations throughout the county. The county needs a county-wide pattern of mixed use, high density employment centers served by public transportation with a good balance of jobs/retail services/high density housing.
  - Should discourage growth of extensive employment centers that cannot be adequately served by public transportation; require that all residential subdivisions be designed to accommodate future bus services; promote continuity in the design of all arterial road systems.
  - Needs to initiate a major new countywide transportation planning effort, which will have the same kind of impact in the period of 1995-2020 that Metro will have had on growth between 1970-1995, including:
    - transportation demand management for all new and existing employment centers — exploiting the maximum benefits from current investments in the highway and public transportation systems.
    - an extensive network of light rail, grade separated busways and fringe parking services for all existing/future major employment areas.
    - expanded and improved county highway/road/street systems.
    - support for state efforts to effect long-term relief of the Capital Beltway via construction of an eastern bypass.
  - Needs more aggressive housing initiatives, including:
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- lobbying for renewed federal involvement.
- county initiatives/funding source for local efforts aimed at rental housing construction and preservation.
- more zoning and priority for rental housing construction and for high density housing development for all income levels within all major employment concentrations.
- accessory apartments in the future as an important and essential part of our housing supply.
- Needs more funding sources for infrastructure to relieve growing pressure on General Fund revenues, including:
  - user fees.
  - impact fees.
  - land value appreciation taxes.
  - greater participation by private industry and nonprofit groups in the housing market.

For the longer-term future through 2020, Montgomery County planning requires that we maintain the qualitative advantages that permit an increasingly service-oriented, brain-dominated economy to attract and retain the technical workforce of the future. The characteristics of such a community include:

- A large, strong, viable middle class.
  - A variety of neighborhoods.
  - Access to a balanced housing supply.
  - Continued development of a large technically skilled workforce.
  - A diverse economy, well-anchored by:
    - federal labs and regulatory agencies.
    - headquarters for private and nonprofit corporations.
    - expansion of the county's high-tech/biotech businesses.
    - tourism.
    - a strong environment for the growth and expansion of small businesses.
  - Good basic local government services including schools, transportation, public safety, waste disposal, social services, and continuing good administrative management practices.
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- Good access to national and international airline services.
  - Building upon a good regional and international telecommunications system.
  - Amenities — environmental, cultural, and recreational.

So far, we have described where we may well be headed, and our ideas about county objectives. Now we turn to the positive steps we recommend for 1988 to 1995:

- We recommend that the county commit itself to the early initiation of a 3 to 5 year work effort comprising the following plan elements:
  - economic growth study and policy analysis.
  - functional transportation plan; including all forms of transportation as well as transportation demand management programs.
  - ongoing demographic analyses and forecasts.
  - a housing market study and strategy for intervention.
  - General Plan reassessment and update.
  - countywide streetscaping, greenway, and trail system plan.
- We further recommend attention to our transportation needs; this should include expansion and continued improvement in our public transportation network, as well as continued implementation of planned major highway system improvements. It should be coupled with continued support for moderate levels of employment growth with particular concern for:
  - the growth of the county's federal research laboratories and regulatory agencies.
  - national/regional headquarters for private and nonprofit corporations.
  - expansion of the county's growing high-tech/biotech business base.
  - an improved environment for the growth of new and future small businesses.
  - building upon our major investment in Metro.

Everything we have discovered about our trends and outcomes are generally dealt with through a comprehensive planning process. However, we have considered and chosen not to offer conclusions and advice

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regarding the organization of the county's planning process as exercised jointly by the County Executive, County Council, and Planning Board for three major reasons:

- Historically, county agencies love to debate the wisdom of power shifts between competing agencies — at the expense of thoughtful recognition of our long-term problems.
- The ensuing debate/defense of affected institutions has in the past fractured essential interagency working relationships, and diverted policy and technical officials to the justification of their historical records.
- The County Council has available what is probably the largest and most competent planning staffs of any community in the country. Needed now is a concerted effort to organize, direct and coordinate their combined efforts into an effective program of long-term planning. That cannot occur in an environment that is polarized by efforts to redistribute the power amongst competing organizations.

In the chapters that follow, we will present a picture of where we think Montgomery County is heading and what we think some of the problems and challenges of the future will be. To meet these challenges, we must think of new solutions and rethink old ways of doing things.

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# CHAPTER

# *Planning for Orderly Growth*

TWO

## *Summary of Recommendations*

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***Strive for a steady, sustained growth in the creation of new jobs, based on a 10-year trend average of 10,000 jobs annually.***

***Be selective in the kinds of employment growth we encourage.***

***Sponsor or cosponsor with neighboring jurisdictions, a major study of how our regional economy works.***

***Undertake a comprehensive reassessment of the General Plan.***

***Maintain the Agricultural and Open Space Reserve.***

***Allow limited recreational uses in the reserve and open space.***

***Plan for a more compact pattern of living near selected Metrorail stops.***

***Increase housing production by 50 percent above projected levels countywide.***

***Provide needed infrastructure at a more rapid pace.***

***Restrict locations permitted for low-density employment.***

***Change zoning to require convenience commercial uses in all major employment centers.***

***Replan the I-270 corridor from the Beltway to Clarksburg; formulate an overall plan for the Route 29 corridor.***

***Develop a comprehensive, functional transportation plan.***

***Survey all residents regarding their transportation needs.***

***Assist neighborhoods in acquiring their own jitney services.***

***Provide convenient, free public bus transportation within the county.***

***Give greater attention to aesthetic considerations in all aspects of planning.***

***Improve cooperation among the County Council, County Executive and Planning Board in planning and growth management.***

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In this chapter, we focus on growth and physical development of the county because the way it is handled affects so many other aspects of our lives. The proper rate of growth and development is one of the most important issues we face in Montgomery County. Between 1968 and 1986, we gained 103,000 new households, 154,500 people, 222,000 new jobs and 242,000 additional passenger automobile registrations.

- Over the last two decades our population has grown by over one-third, from almost 490,000 in 1968 to almost 645,000 in 1986.
- In the same period the number of households has risen twice as fast, from 143,000 to 246,000 — an increase of 72 percent. (This was foreseen when our General Plan was prepared in the mid-1960s.)
- Automobile registrations in Montgomery County have gone from just under 245,000 in 1968 to almost 487,000 in 1986 — a 99 percent increase.
- Most striking, however, has been the rate of increase in jobs — more than 133 percent between 1968 and 1986; 144 percent, through 1987, the peak of this employment boom.

Before tackling the question of how we will develop from this point into the future, we must first have a sense of how much development, what kind and where it should be provided for. Indeed, do we need or want to develop any further?

After all, the federal government already provides a steady source of jobs. Many other jobs are supported by federal expenditures, or otherwise stem from Montgomery County's proximity to the nation's capital. We have new private enterprises independent of these activities and a strong service industry that caters to those of us who live here. In addition, we have one of the nation's lowest rates of unemployment, and a higher percentage of our population is already in the workforce than almost anywhere else.

We have, in short, an extremely strong local economy. Why should we have more business, more jobs that will put pressure on our roads, schools and lives? Why not just stop the growth and let us live a life of peace and prosperity and catch up with the growth we have had already?

The answer lies in the fact that the economies of American communities do not remain stable. They either grow or they decline.

Part of the reason is that similar businesses want to cluster near one another or near their principal markets. Montgomery County is attracting biotechnical research, high-technology manufacturing and related firms that wish to be near major research institutions. The

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National Institutes of Health has been a major draw and the new Life Sciences Center is intended to be another. They also like to share a labor pool of scientists, researchers and other skilled professionals.

Once a few such businesses are established, more join them. If we were to stop the growth, firms now here might simply move to another place where they could be together — Research Triangle in North Carolina, Route 128 outside Boston, Silicon Valley in California, or some new, up-and-coming center. They might even locate to Frederick County or Howard County, where they could be adding to traffic on our roads without contributing substantially to our tax revenues.

Decline is not an option anyone would choose, given the prospect of unemployment and bankruptcy. Moreover, we have invested in our homes, counting on steady incomes to carry the mortgage payments and a ready market when we are ready to sell. Decline would undermine these important hopes and expectations.

And if these arguments are not compelling enough, the fact is the law doesn't permit us outright to stop growth. Courts have made it clear that although local jurisdictions may channel growth and even slow its pace while they put public services into place, they may not simply say, "No more."

Our vision for the future includes a broad range of job opportunities for a diverse county population. We want to be at the leading edge of enough sectors to attract and challenge forward-looking minds. Today that means the sectors of science and technology, entrepreneurship and business management, finance, education, public policy and support services.

Thus, we have come to realize that Montgomery County does not have the option of staying just the way it has been. Growth and change are occurring all around us. Not only do we need employment for human opportunities and livelihoods, but to ensure that our county continues to attract investment so that, over time, we will have the resources necessary to adapt, adjust and renew ourselves and our community to meet future needs. We also want to maintain a mix of economic activity — small and large, serving markets both far-ranging and local — that offers scope for our citizens' interests, skills and talents as well as tastes for varying degrees of independence in their work.

We are also acutely aware of the negative consequences of rapid growth. As we heard time and again in our public forums, citizens are concerned about clogged roads, overcrowded schools, unchecked development, and inadequate public services. We too are frustrated when we confront gridlock on I-270 or our children complain about overcrowded class-

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rooms. We are keenly sensitive to the tax consequences of public investments that growth requires in the short run.

Without doubt, many concerns about adverse consequences of inadequately controlled growth have merit. The quality of life that we have come to expect in Montgomery County is as much threatened by growth that is too rapid as by growth that is too sluggish. For this reason, one of the central conclusions of this report is that we must steer a careful midcourse on growth in Montgomery County — and seek the proper balance between rapid and uncontained growth on the one hand, and limited growth on the other.

*One of the central conclusions of this report is that we must steer a careful midcourse on growth in Montgomery County.*

Accordingly, we recommend the county:

*Strive for a steady, sustained growth in the creation of new jobs, based on a 10-year trend average of 10,000 jobs annually.*

We chose 10,000 because it is far more manageable and is consistent with the average annual rate of growth that we have experienced in Montgomery County over a much longer term. The huge spurts of development of the past few years — with employment growth averaging 20,000 for the last 3 to 4 years — have overrun us and constrained our ability to service growth in an orderly fashion. We must slow down to catch up. Further, the market is unlikely to sustain the pace of growth experienced in the past few years. But even if the market would, we cannot.

This is not a “no-growth” position. Ten thousand jobs a year is hardly no-growth. It is a recommendation for a rate we believe can be well-managed and well-served. It is also important that we:

*Be selective in the kinds of employment growth we encourage.*

All potential new jobs are not equally beneficial to our overall economic objectives. Nor do they enhance opportunities for other new or existing county enterprises to the same degree. Nor do they make equal contributions to our fiscal well-being. Some require public investments disproportionate to their returns in tax revenues; others may entail potential environmental risks to be safeguarded against or may insist on locations and forms of development that generate single-passenger, road-clogging automobile commuting.

We believe it important to diversify the county’s economic base by encouraging the growth and location of international businesses, financial services (perhaps linked with the strong regional and international oriented financial community of Baltimore and the international political center of Washington), advanced research and development of materials and electronics, telecommunications and others. We have the advantage of good continental and international access through the

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three adjacent airports in our region. Additionally, we offer good access to the District through Metro and our main highway structure, and our office space costs are comparatively much lower.

In studying the mounds of statistics about our growth and new industries, one fact becomes quite clear. We really don't know what is happening. We know there is growth, but we lack hard information about exactly how many companies are doing what and how they interrelate. The census figures tell us how many retail workers there are and how many service workers. But we don't know how many retail and service companies there are and exactly what they do.

We don't know how many people work in big companies and how many in small, and how often they change jobs. Nor do we know how many tiny, entrepreneurial enterprises there are or how successful they are. In order to weigh these factors properly, the county will need a new generation of more sophisticated analytic tools. Therefore, we should:

*Sponsor or cosponsor with neighboring jurisdictions, a major study of how our regional economy works.*

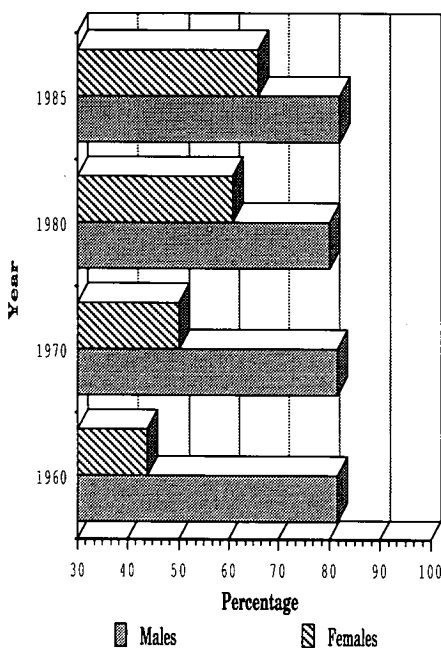
We need a regional context for our own planning, now that we are no longer at the metropolitan periphery. Regional growth has spread beyond us now, putting us into a position between central city and the new outer fringe. Today it is unrealistic for our planning maps to stop at the boundaries of Montgomery County because we are already affected by developments beyond our borders. That is why we believe it highly desirable for Montgomery County to lead in joining with other jurisdictions in this region, as well as the State of Maryland, Commonwealth of Virginia, the federal government and possibly private foundations, in funding a good regional economic base study.

This would help all governmental entities involved as well as the private sector to understand the dynamics of this area. It would also be a landmark study, assisting other areas in comprehending the nature of a metropolitan economy dominated by the suburban ring rather than the central city.

While we speak of selectively encouraging growth, we also recognize from our studies that the labor market of the near future will be growing tighter. We are going to have to compete with other communities for the workforce to fill the jobs we will have here. Adequate, affordable housing, therefore, must become a prime concern.

County policy historically has been that housing and job growth should proceed apace. Our first General Plan, adopted 20 years ago, developed the basic assumption that we would average one worker per household. Over the years since, as more and more women have entered the labor

Labor Force Participation Rates  
Washington Metro Area



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force, Montgomery County's households have been generating an average approaching 1.5 workers each.

If we are going to keep our job/housing/worker balance on target, our recommendation for employment growth projections of 10,000 a year between now and 1995 will mean we need to produce housing at a rate on the order of 6,600 units annually, one house for every 1.5 workers. This is about half again more than the number of houses we have been producing in recent years — hence our recommendation later in this chapter for a 50 percent increase in the rate of housing production.

What will this mean in terms of land use and transportation? Our General Plan apparently provides sufficient land to accommodate anticipated development between now and the year 2020, but transportation (and certain other public “infrastructure”) reflected in the Plan currently cannot offer adequate support.

Much of the initial thinking about long-range development patterns was done 20 to 25 years ago in formulating a plan for the entire national capital region. This work envisioned “corridors” of intense and well-served development separated by “wedges” of open space and low density agricultural and residential development.

The main “corridor” in Montgomery County was I-270/MD 355. “Corridor cities” along I-270 were to be major communities with significant concentrations of employment and other sorts of activity, linked with one another and the central city of Washington by Metrorail. Two other community centers were to be at Olney and in the Fairland-Burtonsville area on Route 29.

We are still adhering — more or less — to the “wedges and corridors” scheme envisioned in our General Plan, but instead of a single corridor in the county we have several. Although the MARC (commuter) train and Metrorail serve MD 355, I-270 is not at all well-integrated with the transit corridor and is almost entirely highway-oriented. Neither Route 29 nor Georgia Avenue was originally slated to become a development corridor, but both are emerging as such because of subsequent commercial zoning decisions, and the Wheaton-Glenmont alignment choice for Metro.

Over time, changing conditions have affected many fundamental assumptions inherent in the General Plan. Among these conditions are the explosive growth in employment, trends toward smaller and more numerous households, the number of women who would go to work, and especially, the rapid build-up of suburban employment. As a result, the central city is now one of several major job concentrations in the region instead of the single, dominant one. Also, the County Council did not

*Over time, changing conditions have affected many fundamental assumptions inherent in the General Plan.*

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always adhere to the General Plan when adopting sector plans and master plans or making zoning decisions.

Remember, the vision of the General Plan goes beyond what the county alone or together with the state can implement. Most of the county is, after all, privately-owned land. Every piece of land is zoned for something, much of it for standard single-family detached suburban development on lots ranging from 6,000 square feet to 2 acres. Other parts of the county are zoned commercial, industrial, mixed use, etc.

But, while zoning indicates intended use, the principal initiative for development, of course, lies with the landowners. They build in response to the demands of the market. In recent years, many landowners and developers have tended to move away from the construction of standard suburban housing toward more profitable, higher density, commercial construction.

The county has the opportunity to shape development by channeling this pressure for increased densities. In locations slated for intense development such as transit station areas, where the intent is to create places that are more than simply collections of buildings, landowners are offered an “optional method” of development. As an incentive to provide outdoor plazas and seating areas, landscaping, sculptures and fountains, even services such as day care centers, developers can be permitted to build at higher densities than would otherwise be allowed by providing these amenities.

Our excellent park system is another element in the General Plan. It establishes where not to build and, at the same time, provides a resource for recreation and enjoyment of natural beauty. By buying relatively inexpensive land all over the county in advance of development, the Park and Planning Commission has created green stream valley ribbons that now separate developed areas and offer permanent open space relief. Some parks are developed with trails, exercise courses and playgrounds to serve the people living near them; others are left in their natural condition.

Another county innovation in land use regulation has been the transferable development rights (TDR) program. It was devised as a way of making an agricultural and open space reserve of almost one-third of the county’s 500 square miles, across the upper part of the county. Simply prohibiting development, however, would have been tantamount to expropriation of property and — even if the Council had wanted to do that — it would probably have been ruled illegal by the courts. So the Council adopted a system tried before only in a few other jurisdictions. Each 5-acre block of land in the reserve was assigned the value of one “development right” which can be sold by the landowner. When bought by

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developers these rights can be used, within limits, to increase density in designated "TDR receiving areas."

In anticipating the growth of population and housing, the makers of our General Plan made some good estimates. We have come within about 10 percent of the number of dwelling units and not much more short of the total population projected in the mid-1960s.

Our employment has been altogether a different story, however. Over 10 years ago, we reached the number of jobs the Plan projected for today; and today, we have surpassed the employment level anticipated for the year 2000.

But as employment growth mushroomed far beyond expectations, our public transit facilities did not keep pace. For example, the location of our major employment growth in the last 10 years, and probably the next decade, is the I-270 corridor in and around Gaithersburg. It covers more acres than the entire downtown of Washington, D.C. There is only one subway stop nearby (Shady Grove) and almost none of the buildings were designed to be reached by foot or serviced by buses. The buildings are, for the most part, boxes standing in the middle of parking lots, without driveways or connecting streets that buses can travel.

Yet the stated policy of the county government is that our citizens and workers should, as much as possible, use public transportation. Indeed, the whole idea of corridors was that development would be concentrated with the facilities to serve it.

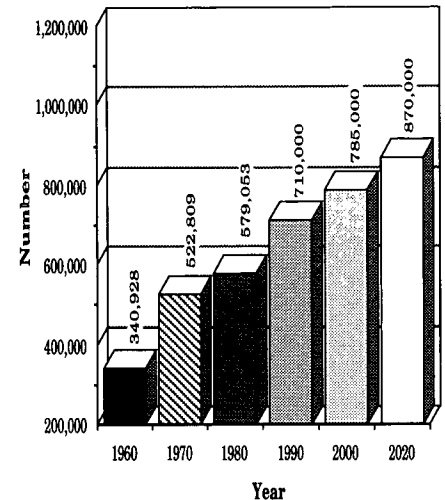
That the county has instead permitted and encouraged extensive development virtually impossible to serve by public transportation stems from the concept that traffic congestion could be avoided by spreading out jobs in low density facilities along an express highway. The reality has turned out to be exactly the opposite, as anyone who drives I-270 during rush hour can attest. But this is not the only irony.

Another is that the beautifully landscaped, low density campus-like office parks popular with large corporations have turned out to be not nearly so desirable with the employees as supposed. Since there is nowhere nearby to have lunch or shop, workers have to drive to a restaurant or to take care of errands, thus creating a mid-day traffic jam.

Some corporations that eagerly built "signature" buildings set in green office parks, have begun to show awareness of the traffic congestion and other problems this fashion has caused and are seeking ideas to relieve the stressful commuting conditions that create problems for their employees, and thus for themselves.

How strange to consider that our 50-year old "ideal" of segregated land uses and spacious, low density development may once have had some

Montgomery County Population

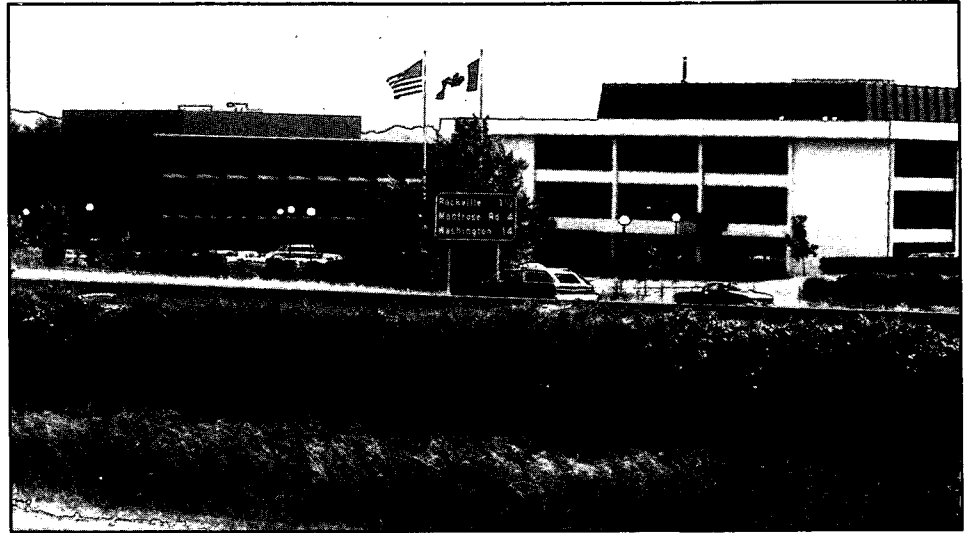


Source: County Office of Management and Budget

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rationale rooted in concerns about air quality but now, by forcing the use of automobiles to the extent that it does, this pattern itself is responsible for fouling the air!



Our future planning agenda will need to resolve other conflicting objectives as well. For example, the street patterns of subdivisions have been designed to protect against incursion of “through” traffic. In many parts of the county, however, this leaves us with few or no alternative routes to enable vehicles to move around a blockage that occurs on a main highway. When there is an emergency or a breakdown, everything tends to back up and come to a standstill.

Another example is in the staging of development. In the Adequate Public Facilities Ordinance and Annual Growth Policy, the county has created tools to help regulate the staging or coordinate the timing of development with the provision of necessary facilities and services (such as roads and schools). The system appears to be working effectively in providing a short-term bridge between land use plans and the county’s Capital Improvements Program that finances the public facilities. One effect has been to foreclose approval of new development in certain parts of the county because of inadequate transportation and this has had a corollary effect of creating an artificial or perceived shortage of developable land. This in turn drives up land prices and thus hinders the objective of a housing supply that includes a range of prices and dwelling unit types.

After 20 years of responding to unexpected events and pieced-in revisions, individual master plans, sector plans and functional plans, the General Plan needs to be reassessed. This is especially so in light of the vast economic changes that have taken place in the past generation.

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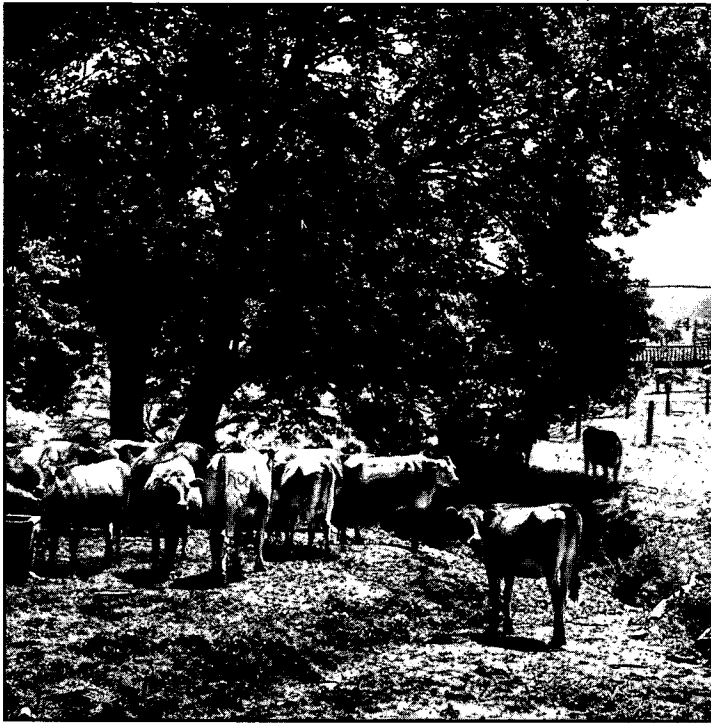
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What is still valid and good in the General Plan should be reaffirmed and what needs to be modified or changed should be changed.

Thus we recommend that, as soon as possible, the county

*Undertake a comprehensive reassessment of the General Plan.*



As the entire northeastern corridor becomes one vast megalopolis, we see Montgomery County's agricultural preservation areas as a refuge — for wildlife, for people longing for fresh air, and for a vital agricultural industry that would otherwise be crowded out by high land prices. It will be the "green lung" of the Washington metropolitan area filtering our air. It will be a symbol that we can preserve some of our heritage while moving into the future.

Many say that this kind of commitment cannot hold, that in 100 years the entire rural zone will have to be developed because we will be too crowded to permit it to be anything but tracts of housing and office parks.

We disagree. It might be necessary for us to increase density elsewhere but we must preserve that open space.

It is not just that it's a pleasurable treat for children and adults to be able to go to a "pick your own" farm, or to a farm hayride within an hour's drive from their home. It is a way for them to keep in touch with other ways of

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*Montgomery County's  
agricultural reserve is our  
Central Park.*

life. And preserving that agricultural land is also a way to ensure we will have an abundant supply of fresh vegetables at reasonable prices. To allow that to disappear would be a travesty. We believe that the county must:

*Maintain the Agricultural and Open Space Reserve.*

For many decades New York City's Central Park was looked upon with great longing by those who wanted to develop it. But today just about all New Yorkers treasure Central Park and would never let development encroach upon one square foot of it. Montgomery County's agricultural reserve is our Central Park, and just as vital to the health of our county.

Having said that, we admit that preserving that open land poses some problems — not insurmountable, but problems nonetheless. For one thing, we must be very careful to use the rest of the county's land very wisely in order to protect the reserve from what could become irresistible pressures to develop it.

For another, we must recognize that unless the owners of the open land are able to make enough money, they will be part of the mounting pressure to permit the preserve land to be developed. For that reason, we urge that the County Council:

*Allow limited recreational uses in the reserve and open space.*

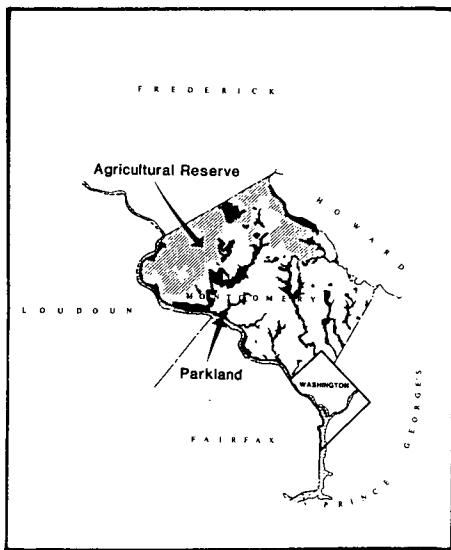
We envision the open space reserve as a recreational resource, with vacation farms, resorts, use of the land for paid hunting, fishing, horseback riding and other sports that do no damage to the land.

If we are to keep a large part of the county as open space, and at the same time continue to grow, we will have to live closer together somewhere else. One way to do that is to:

*Plan for a more compact pattern of living near selected Metrorail stops.*

This suggestion is among our most important. Although many officials and others talk of the urbanization of Montgomery County, few places offer the benefits of urban living — big city-style, small town-style or anything different in between.

By benefits we have in mind frequent, reliable public transportation within easy walking distance; grocery stores, drug stores, dry cleaners and other services needed on a daily basis within walking distance; some form of nightlife such as restaurants, late-night bookstores, cafes, movies, clubs for music, neighborhood pubs and so on; urban parks, libraries and other public facilities, and attractive, interesting places to go for a walk.



Source: MNCPPC



Were there more such areas in Montgomery County, residents could be relieved of the constant need to use their cars, especially if their jobs were in the same area or could be reached easily via public transportation. This is not the usual model of suburban living, where housing is strictly separated from commercial buildings and parks and libraries all have huge parking lots. But it is a very attractive style of living and many people would like the opportunity to live that way — particularly young adults and others whose children have grown up.

We need to plan very carefully to make it possible to have a wide variety of housing styles closer together — apartments, townhouses, even full-sized single-family houses (one thinks of the fashionable, but relatively densely developed Cleveland Park neighborhood in Washington, D.C. with its very large houses virtually filling their urban lots).

Obvious places for such a model are near some of the Metrorail stops. Silver Spring leaps to mind as having some of the basic elements needed, though lacking a central focus and sufficient internal circulation for traffic. Wheaton, Rockville and Shady Grove are other possibilities. Bethesda perhaps comes closest to achieving what we have in mind. It will more fully take shape, however, only when the substantial residential development now underway has been completed. We are not advocating every Metro stop be turned into an urban focus or small town center. For example, Forest Glen lacks sufficient access.

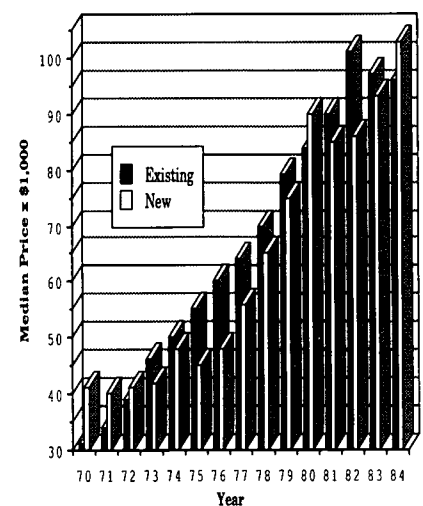
Our land use policies should reflect the importance with which we view the need for a wide range of housing styles and prices. Increasingly, housing throughout the county is out of the range of middle class families. In addition, as previously noted, a sizable disparity between employment growth and housing production has a number of adverse consequences for the county. While we believe future employment growth rates must moderate, if we want to attract the younger workers to fill even a more moderate increase in new jobs, we must expand our housing production significantly beyond current projections. This is particularly true if we wish to provide housing in an affordable price range. We should take steps to:

***Increase housing production by 50 percent above projected levels countywide.***

To accomplish this, the county should:

- Increase the densities allowable for housing around most Metro stations to levels that would make housing profitable to build on commercial land. Residential uses should not be included in the trip generation limitations used to restrict commercial development, and developers should be able to take full advantage of the optional method of development only when their projects include housing.

**Median Price of New & Existing Housing  
Attached & Detached Single Family Combined**



Sources: 1984 Comprehensive Planning Policies Report  
1985 Draft Comprehensive Planning Policies Report

- Create a housing land bank program for low and moderate income units. The county government should acquire land in developing areas in advance of the rise in land cost that follows development. This land can then be built upon by developers either under some kind of lease or sale arrangement that would ensure moderately-priced housing is built. The advantage of this plan is that if the land bought by the county turns out not to be useful for housing, it can be sold or traded for other parcels of land.
- Amend zoning texts, if necessary, to allow mixed uses such as dwelling units above commercial space.

To encourage more production of housing in the areas of the county where residential development is intended to occur we must:

*Provide needed infrastructure at a more rapid pace.*



One of the things that has made county residents miserable is that the infrastructure needed to sustain growth has been slow in coming. The county government is trying to reverse this; it needs to do more. It might have to develop new funding approaches, such as development districts, to pay for the improvements, but we need sewer and water, schools and a transportation network to be provided much more quickly. We should also:

*Restrict locations permitted for low-density employment.*

Such employment centers should be strictly limited in location, number and size. These are among the worst culprits in contributing to traffic congestion for they cannot be served by any kind of transit efficiently. We

*One of the things that has made county residents miserable is that the infrastructure needed to sustain growth has been slow in coming.*

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are also concerned that with large-scale development and redevelopment projects, small convenience shops will be forced out of the county by high rents and landlords uninterested in renting to dry cleaners, shoe repair shops, and other small service businesses important in building communities that work. This can be avoided if we are willing to:

*Change zoning to require convenience commercial uses in all major employment centers.*

In addition, the county should ensure there will be an inventory of appropriately located and zoned land to meet the needs of small light industrial and service business uses.

Much thought is needed as to how to make our major transportation and development corridors work well. Without such planning, the county will be in a position from which it can do little more than react to development programs presented by one developer after another.

We recommend starting this initiative with the I-270 corridor from the Beltway to the northern boundary of the county because it is currently the most rapidly developing corridor. Maneuvering room for improving circulation patterns and other elements will be foreclosed if action is delayed too long. The county and municipal jurisdictions that straddle the corridor share many serious problems resulting from excessive auto dependence and lack of integration between development and the transit-served corridor. There may be opportunities for all to benefit from collaborating on developing solutions.

Developments planned for Silver Spring will put pressures on Route 29 that call for early attention. Looking ahead toward the longer-term future, the question of transportation linkages needed between the residential areas and employment centers in the eastern and western part of the county merits thought as well. Accordingly, we recommend that the county:

*Replan the I-270 corridor from the Beltway to Clarksburg; formulate an overall plan for the Route 29 corridor.*

In exploring how to make transportation and land use patterns mesh, the county (and the corridor municipalities) may want to explore jointly such possibilities as more village-like, mixed-use work settings; separate busways, fringe parking and express buses; and alignments for a future network of light rail facilities that tie into Metro. This could help alleviate the pressure for further expansion of the county's highway system beyond that now contemplated.

Our next few recommendations have to do with how to improve our transportation network. Seventy-eight percent of our residents com-

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mute to work by car. Many public officials consider it axiomatic that if more people used public transportation, life would be easier for everyone — the roads would be less congested, the air would be cleaner, and neighborhoods would not be inundated by through traffic.

*Seventy-eight percent of our residents commute to work by car...People should use public transportation, or at least car or van pools.*



We agree. People should use public transportation, or at least car or van pools. In fact, we believe a primary goal of the county government should be to reduce the rate of increase in vehicles on the road. But our public transportation system has not been set up to meet the complicated needs of today's families. The mother who has to stop by the dry cleaners and the grocery store after work before picking her child up at an after-school program finds it difficult to even think about using a bus or subway.

Suburban land use patterns discourage transit use as well. Few of our households have a dry cleaners and grocery store within easy walking distance, much less a bus, subway stop or elementary school. Suburbs were built around having a car and, in many cases, having a full-time home manager. Now that there are few full-time home managers left, dependence on the car has become even more entrenched.

But another fact is that we simply cannot build the numbers of roads necessary to get everyone from here to there easily, comfortably and without traffic jams. Montgomery County has given it a very good try, building roads as fast as is reasonable to expect. And it should continue to build needed roads. But we have no desire to see the county covered in asphalt, and would much prefer to see public transit used more than to spend huge amounts on making the county ugly and smog filled.

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The mid and upcounty areas of the county are receiving the bulk of the road money because that is where there is open land on which to build. The downcounty area, for the most part, is quite fully developed, leaving few open areas.

We must think of ways to improve our transportation in the downcounty area without major new roads. And we must think of improving transportation in the mid and upcounty areas in addition to the vast road building program now underway. By the end of the 1990s nearly all the roads now planned will be built, and although they will provide a measure of relief, they alone will not carry us well into the next century. Nor will we ever stumble upon one magic solution to our traffic jams. But there are a number of different things we can do to alleviate the situation.

We must carefully integrate new business development with roads, housing, schools and retail business and most important, public transportation to cut down on the amount people will need and want to drive. It is going to take more than transportation solutions alone to deal with our current and growing transportation problems. Travel demand patterns are rooted in land use patterns. Where people live and work and what reasonable options they have for getting between those two important points are at least as important as road-building in crafting solutions for the future. Therefore, the county should:

*Develop a comprehensive, functional transportation plan.*

Usually when we talk about a "plan" in Montgomery County we are talking about some kind of land use plan, such as a master plan or a sector plan. There are, however, specific plans geared to a specific subject. For example, the county has a plan for agriculture, and another for highways. These are called functional plans. In the case of transportation, it would include not only roads, but the whole spectrum of transit options and a transportation demand management program for the county as well.

Having a functional transportation plan would mean that every new commercial and residential development would at least have to address the issue of how the development would be served by public transportation. Such a plan should spur the study of new forms of public transportation along heavily trafficked routes. This should include light rail along, for example, Route 29 or I-270 from Shady Grove to Frederick County. Other alternatives to the single occupancy car should be expanded including van pooling, fringe parking, and subsidized Metro farecards.

Many times architects and developers have simply not thought of how a bus would service their buildings and subdivisions; and county planners have not brought the issue to their attention. Often, simple changes in design costing little or nothing would make the difference between

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people finding it easy to take public transportation or difficult. And the ease with which public transportation can be used is one of the keys to increasing ridership, and thus relieving the strain on our roads. We should also consider management initiatives such as staggered work hours and restrictions on free parking.

Some public officials talk about “forcing” people out of their cars by making driving so onerous to them that they must take public transportation. That seems to us backwards. People make rational decisions. If public transportation is more convenient and less expensive than driving, then they will use it — at least, more of them will use it than now. We must find out what would make people want to use public transportation more. To do this, we should:

*Survey all residents regarding their transportation needs.*

We stated before that public transportation has not really been designed to meet county residents’ needs. A transportation survey of all county residents could help us to better understand exactly how people move about and what would encourage them to avoid single-occupancy auto trips. We suspect that the answers, if acted upon, would lead to day care centers being near home, near work or near the Metro stations; convenience shops near home and work, and an unusual — in the United States — form of public transportation: jitneys.

Jitneys, or shared taxis, are extremely popular in many cities around the world. They generally run along fixed routes, although in some places they can deviate to accommodate one or more passengers, and they run until they fill up. The vehicles are usually big station wagons or vans. We suspect that vans are more practical for Montgomery County. They are not usually publicly financed, but are regulated like taxicabs. They permit a flexibility and comfort that buses do not. Because we believe that they can be flexibly fit to our schedules and lifestyles, we propose that the county:

*Assist neighborhoods in acquiring their own jitney services.*

Such jitneys could run regular routes from the neighborhood to the nearest Metro station during rush hours. During the day, the jitneys could be used by elderly and handicapped people in the neighborhood for shopping or other kinds of trips. Children in the neighborhood could use them for getting from school to after-school programs. The numbers of uses are limited only by the imagination of the residents and the scheduling abilities of the drivers. Jitneys would be even more useful to commercial neighborhoods. Jitneys running continually between Metro stops, parking lots and stores and offices would allow people to run errands more easily on the way home from work and more willing to park outside of the central business districts, cutting down on traffic.

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The important point is that jitneys must be reliable, continuous and relatively inexpensive. County-run buses should also be reliable and continuous. To encourage the widest possible use of the bus system, we should:

*Provide convenient, free public bus transportation within the county.*

This sounds more radical than it is. The county government picks up about half the cost of the county's Ride-On bus system. We merely suggest that the county government pick up the rest of the cost as well. Some savings would accrue because the cost of collecting money (buying and maintaining the fareboxes, counting the money, guarding against theft, and so on) ranges between half a million and a million dollars a year.



Our reasoning is this: every person riding a Ride-On bus is not driving a car. The point is that people driving cars cost the public a lot of money — we must build roads, clean the air, and so forth. And everyone who drives, especially during rush hour, adds to traffic. It may be bad now, but rush-hour traffic could be hellish in 10 or 20 years.

Free Ride-On fares could be the encouragement people need to use buses rather than private cars. If buses were frequent and reliable many people could use Ride-On as shuttle services to run errands and go to lunch in urban areas such as Bethesda and Silver Spring.

Another point is that we expect both a labor shortage and more prevalent lower-paid jobs. Those are the jobs many of our children will be taking, at least initially. They will need a way to get to work. Ride-On fares today

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**Fastest Growing Occupations  
Montgomery County  
1985 -1990**

**Occupation**

- Janitors/Porters/Cleaners
- Secretary
- General Office Clerk
- Sales Clerk
- Guards/Doorkeeper
- Computer Programmer
- Fast Food Service Worker
- Systems Analyst
- Electrical/Electronic Engineer
- Typist
- Waiter/Waitress
- Nurse, Professional
- Key punch Operator

Source: State of Maryland,  
Department of Employment and Training.

at 75 cents per trip can quickly eat into a low pay check. We should not complain that welfare recipients do not want to work when housing and transportation take all of their wages.

How the money should be raised for the extra Ride-On cost is a decision that must be made through the political process. Since we believe Ride-On provides a community-wide benefit (those who don't ride it still benefit from less traffic on the roads), the money could be raised by a household tax. But since it is also providing a benefit to employers (transporting workers, especially low-wage ones) the money could be raised by a corporate tax.

In our public forums, when we discussed the idea of free public transportation, we heard from citizens that while they agreed with our recommendation, the overriding factor for them in choosing public transit was convenience. We believe that our combined recommendations regarding free public transportation, surveying the needs of citizens, and increasing the ability of people to travel by foot will lead to greater use of a free transit system.

Our concern for public transportation does not conflict with efforts to improve roads. Even if public transportation were made as convenient, comfortable and inexpensive as in the famous cities of Europe, some people would still prefer to drive, and we have no quarrel with them. But they must recognize they may have to put up with delays and traffic jams.

Having said that, we believe that Montgomery County could and should do a better job making roads and other public facilities attractive. We recommend that the county:

***Give greater attention to aesthetic considerations in all aspects of planning.***

Large parts of Montgomery County can still be said to be beautiful. But we fear that unless careful thought is given to how Montgomery County will look in the year 2020 most people will think much of Montgomery county is not even passably attractive. It will be just another suburban sprawl. That doesn't have to happen if the county gives some careful thought to the issue.

We have argued that the county needs a transportation plan, and we also believe it needs a functional streetscaping plan. If the county had such a plan, every road and building project would have to meet established standards. This plan would have the effect of ensuring that someone think about the aesthetics of the county, as a matter of public policy.

Fundamentals of public design have been well-established for decades; some for centuries. We need to ensure that Montgomery County adapts

***In our public forums, we heard from citizens that the overriding factor for them in choosing public transit was convenience.***



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them for suburban landscape and uses them. Roads should be designed with thought given to the view as seen by drivers. Neighborhoods should be designed so that walkers and bikers are enticed out of their cars by attractive walks. More neighborhood parks should be developed so that even in well-built areas citizens are able to find tranquility.

This is an arena in which citizen organizations can have an effect. They can demand, for example, that their neighborhoods not be made ugly by the intrusion of poorly designed buildings and public projects. Citizens have already had some success in this arena.

One example comes from the 1960s when the state's highway department, in order to improve the flow of traffic, planned to destroy all the trees in the middle of Wisconsin Avenue. Responding to citizen testimony during the public hearings, the state found a compromise which left or replaced many of the trees. As a result, Wisconsin Avenue remains one of the most attractive entrances into Montgomery County.

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Finally, we call upon the County Executive, County Council and the Planning Board to:

*Improve cooperation among the County Council, County Executive and Planning Board in planning and growth management.*

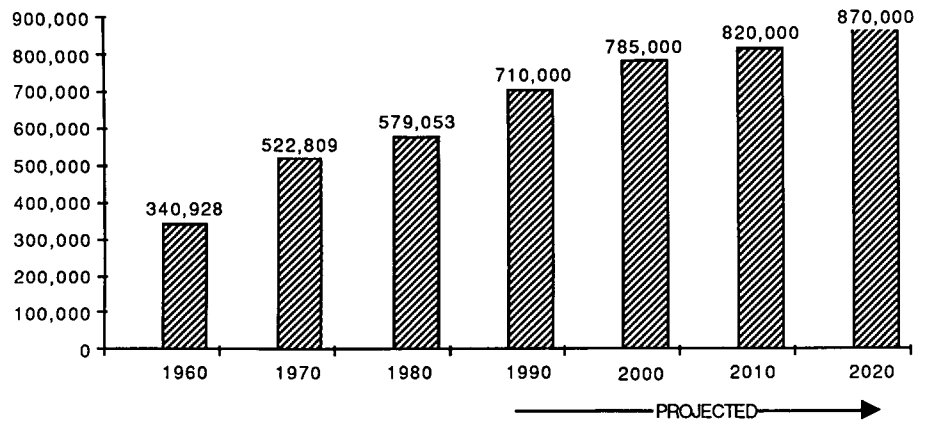
The past 20 years have been spent sorting out the power relationships between the executive and legislative branches of government, leading to turf battles and acrimony. In part this is a perfectly natural, and in some cases necessary, part of finding a balance between them. But it is a condition we can no longer afford.

We have no illusions that the different branches of government will or even should be in agreement on all matters. But they should at least be talking about the same things at the same times. For example, the County Executive and the Planning Board should share a five-year plan for planning. In this way they can agree that they will discuss the plans for developing, say, Wheaton, at the same time. No doubt they will have different ideas about Wheaton, and those ideas should be subject to the normal political pushes and pulls. But the Planning Board should not be working on a plan for Germantown while the County Executive works on Wheaton. This, our final recommendation concerning planning in the county, is among the most important, because it gets to the heart of how government responds to the challenges of growth.

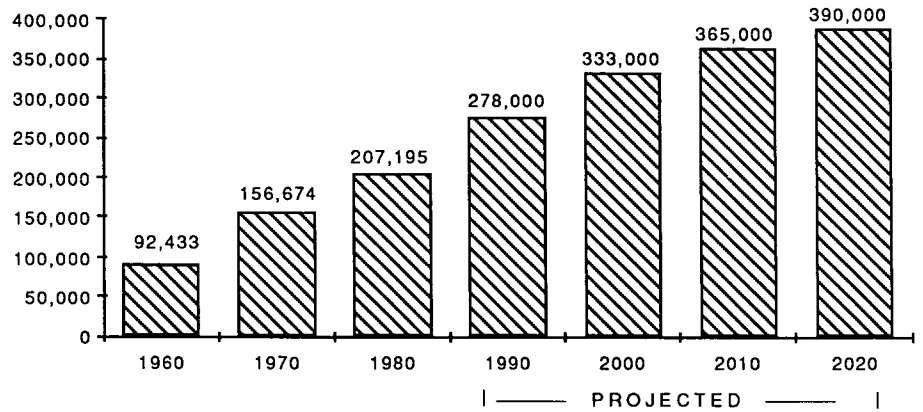
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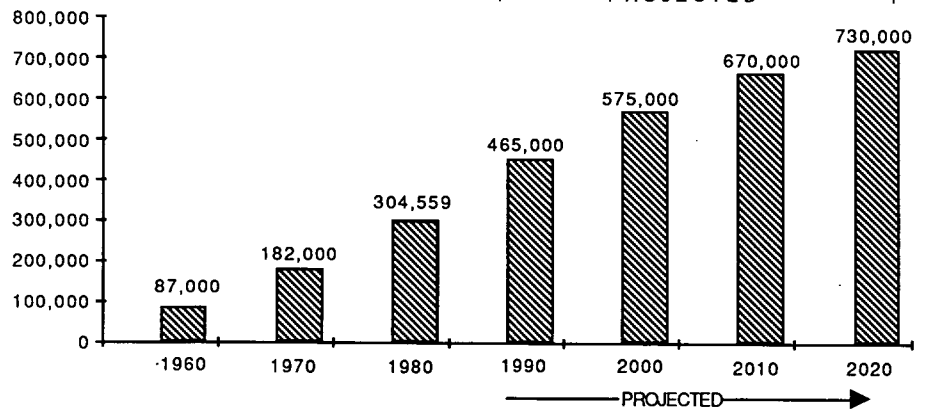
GROWTH OF COUNTY POPULATION



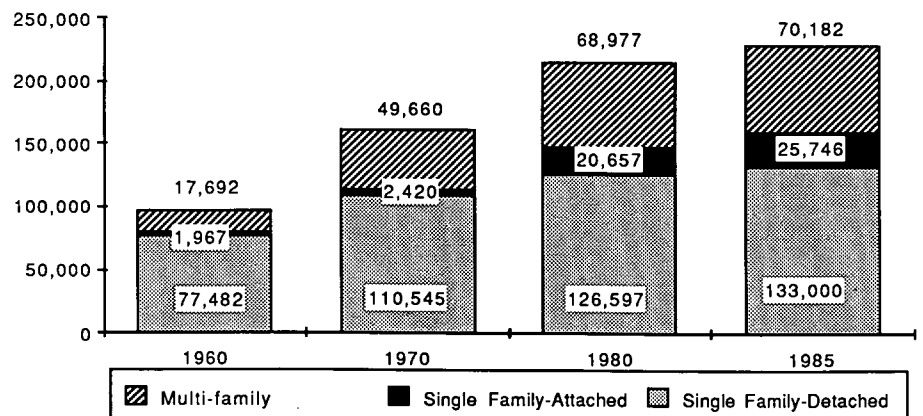
HOUSEHOLDS WITHIN MONTGOMERY COUNTY



JOBS WITHIN MONTGOMERY COUNTY



TYPES OF COUNTY RESIDENCES



**CHAPTER**

# *Neighborhoods*

**THREE**

## *Summary of Recommendations*

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***Explore establishment of locally-elected neighborhood councils in neighborhoods that want them, allowing each to share in the decision-making on matters that affect only its neighborhood.***

***Enact zoning text amendments that would permit establishment of home occupations and small businesses in willing neighborhoods under controlled conditions.***

***Encourage the creation of magnet centers that can be operated and used by neighborhoods.***

***Appoint an ombudsman for neighborhood issues.***

***Encourage county government to work with neighborhoods on public transportation issues.***

***Ensure that it is possible to travel by foot or bicycle within neighborhoods.***

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We have noted that many of our topics are interrelated, and we mention it again before discussing our next topic — neighborhoods. The issue of neighborhoods is not separate from either housing, economic development, land use or transportation. But we have separated this discussion to draw attention to what we consider some important proposals.

In the previous chapter we expressed the hope for development of more urbanized centers in Montgomery County, and we predicted that they would attract many people to live in them. But we recognize that many, perhaps most, Montgomery County residents prefer to live in the more standard suburban developments that make up most of our housing. And yet, attractive though they may be, standard suburban developments have drawbacks that cost money, time, energy and patience.

To illustrate, one has only to think of the typical suburb where residents, to buy a quart of milk, must drive two or three miles. To get to a soccer field they must drive another couple of miles. Repeat that for almost every service they need — babysitting, video rental, the list goes on and on.

This pressures families to keep on the move at a frazzling pace. Parents often complain about constant chauffeuring for their children, and almost everyone complains about time spent running the simplest errands.

All this moving creates a sense of alienation. People are away from their homes during the day, and in the evening are busy inside. They often are unable to get to know their neighbors or to feel part of their neighborhood.

One can see signs of this by driving through suburban tracts during the day. Where 20 or 30 years ago they might have been lively with children and mothers (who, by the way, kept a watchful eye on their elderly and disabled neighbors), today they are tombs of silence. This is almost as true on weekends, when people run their endless errands, as during the week. And the proliferation of lawn services means that people don't even chat over their raking anymore. It seems the only time neighbors come together is when they perceive a threat from a public facility planned for their area.

American suburbs were built around two things: cars and full-time home managers. Cars are with us more than ever, but full-time home managers are disappearing, and with them has gone the sense of community they created. Many people express a sense of loss over the lack of community, but not much thought has been given to how to retrieve it.

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We believe a sense of community — a feeling of belonging to a local area and having an interest and a stake in what happens there — is important, and we have some ideas on how to build it. Those ideas comprise what we call the “neighborhood concept,” and a great deal of interest in these ideas was expressed during our public forums around the county.

Before we begin to describe the neighborhood concept, we recognize that many do not want their lives centered in their neighborhood. Many people have work as their central focus, not family or neighborhood. But families with young children (a growing group) and older people (another growing group) often have as their focus family and neighborhood, and they would appreciate revival of a sense of community.

Residents derive a strong sense of community from three sources: control over what happens in their neighborhood, availability of a variety of services in their neighborhood, and shared activities that residents enjoy in their neighborhood.

It is to those points that we address ourselves.

First, the issue of local control over strictly local matters. The questions of whether a stop sign is placed at a corner, or whether the trees planted on the streets are cherry or oak, or whether the county builds a sidewalk to the school are minor issues to a county government. But, we heard repeatedly as we went around the county, they are very important to neighborhoods and can often be resolved by the 350 or so households that might make up a neighborhood. (A neighborhood might comprise as many as 5,000 people or as few as 500, depending on geography and many other factors; 350 households is purely an example.)

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Granted, these issues are ultimately the county government's responsibility. A stop sign in a neighborhood might affect traffic patterns in several other neighborhoods, and it is the county government's responsibility to look at the overall picture. But the county government does not know the internal traffic patterns of most neighborhoods, nor does it need to know them. If the people who would themselves be most inconvenienced by a stop sign (they drive on those streets the most) believe one is required by safety, then their views should be weighed carefully.

This issue goes further than stop signs, however. As every county official knows, people will band together if they sense a threat to their homes — either a commercial incursion or an unwanted public facility.

There are times when public needs will require that something a neighborhood does not want will have to be placed there or a neighborhood cannot have something it wants. In those cases the county government should be sensitive to the need for accurate information and honest dealing. Citizens should not have to wade through piles of documents and talk to dozens of bureaucrats to find out who is making which decision and on what factual basis. That kind of information should be readily available.

*Residents derive a strong sense of community from three sources: control over what happens in their neighborhood, availability of a variety of services, and shared activities.*

Further, the county government should be willing to bargain, along the lines of: "We know you do not want a jail in your neighborhood, but this is the best place in the county, and we will design it in such a way as to affect the neighborhood as little as possible and we will listen to your suggestions along those lines. In addition, to make up for it we offer a choice of new playgrounds, or new landscaping, or some other amenity that would soften the blow." And when promises are made that, for example, a jail will have certain kinds of security systems, or that prisoners will be transported away from the neighborhood when released, then the county government must keep those promises.

For neighborhoods to wield this kind of local power and be able to negotiate in this way, the county needs a new kind of organizational unit. Although civic associations have been effective spokesmen for residents in some neighborhoods, in many others the associations are only intermittently active. Therefore, we recommend that the county government:

*Explore establishment of locally-elected neighborhood councils in neighborhoods that want them, allowing each to share in the decision-making on matters that affect only its neighborhood.*

We do not propose that the councils be units of county government, nor are we proposing new municipalities or local taxing districts. But we do believe the councils can serve as two-way means of communication

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*Some of the strongest neighborhoods in the world are urban neighborhoods where people meet at the bakery or the post office...The post office in Garrett Park plays that role.*

between county government and neighborhood citizens and the conduits for citizen input regarding planning and zoning matters.

We also believe the councils should be able to raise funds locally for services citizens want, including a local newsletter.

These neighborhood councils should also be able to share responsibility for decisions on some strictly local matters, matters that do not impact surrounding areas.

The second part of creating a feeling of community is having services available. A neighborhood, after all, consists not just of residents, but also of the small service businesses and public services for those residents.

Some of the strongest neighborhoods in the world are urban neighborhoods and village neighborhoods where people meet at the bakery or the post office or other businesses that serve them and discuss common problems or concerns — the water main that has lost pressure, or the widow down the block who is lonely. The baker and the postmaster play roles in fostering the sense of neighborhood by retailing the latest neighborhood news — so and so's daughter is off to college or won a track prize, and so and so's son's piano recital is Saturday.

The post office in Montgomery County's Garrett Park plays that role — a role considered so important that residents regularly resist any idea of home mail delivery. They prefer to pick up the mail themselves, thereby gaining a close sense of neighborhood.

We believe that small-scale, nearby service businesses are often integral to a neighborhood. Not only do residents get to know the people who serve them but also the other customers. Because the neighborhood businesses are so close and convenient, people are able to walk easily to them and thus are able to meet other neighbors.

Such a neighborhood is not found in many standard suburban developments, where commercial activity and services of all sorts have deliberately been excluded. But we know from the positive responses we received in our public forums that many county residents would like such a neighborhood. Not that they want supermarkets or large-scale businesses next to their homes; countless zoning battles have proven that. Yet many might like a very small grocery on the corner where they could send their children at dinner time if they run out of milk.

They might like family day care homes, after-school activities, a local plumber, a small appliance repairman, a tax expert, a tailor, a delivery service, a handyman who could repair their porch or fix their roof, perhaps even a bed and breakfast that could put up their relatives when their houses burst at the seams.

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We recognize that this is not everyone's ideal neighborhood. Many people want to keep their neighborhoods purely residential. We believe strongly that such changes should only be made in neighborhoods where a majority of the residents want them.

People must be aware that more of us may be working from our homes in the future. It is hard to gauge how many because the trends are not fully established, but with the proliferation of powerful home computers it is not hard to imagine that more of what is called the "knowledge industry" will be done at home. This will open new work opportunities for handicapped and homebound people.

Also, many parents, wanting to work at home to watch their children, have started all kinds of home enterprises — consulting services, mail order businesses, toy selling, building and refinishing furniture, typing services — and myriad other businesses that permit flexible hours and workplaces. Another group of people engaging in these kinds of activities are retirees. Now that people are retiring relatively young, they are finding other things to do, and often they begin new enterprises.

These kinds of small businesses could be a major boon to building neighborhoods. They could provide a number of services that would permit people to run errands within their neighborhoods and allow them to get to know their neighbors better. One side benefit is that people would not always need their cars, thus easing some of the traffic congestion and pollution problems that so plague the county.

Another side benefit would be that people working at home would be able to keep watch for anything out of the ordinary in the neighborhoods. We want to be very clear on this subject, however. We are speaking here solely of quite limited enterprises that would serve primarily the neighborhoods in which they are located with only limited customer traffic. They must be unobtrusive and in no way affect the residential character of the neighborhood. Thus, we are not speaking of permitting houses to be used as office buildings, but rather that residents be permitted to use part of their home to run a variety of kinds of businesses. Therefore, we urge the county to:

*Enact zoning text amendments that would permit establishment of home occupations and small businesses in willing neighborhoods under controlled conditions.*

The text amendments must be carefully written so that the home occupations could not be used as a wedge to force the wholesale commercialization of neighborhoods. One way to do that is to grant these primarily as special exceptions to individuals, not to properties. Also, the resultant criteria should be very strict as to the amount of traffic and

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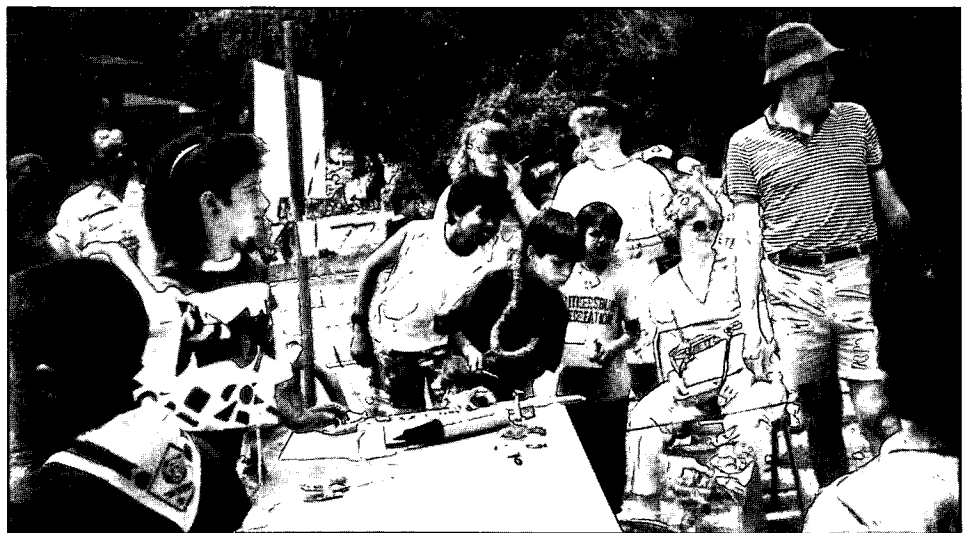
parking (as opposed to foot traffic) permitted. If a business became big enough to attract more traffic than would be normal in a residential neighborhood, the business should be required to move to commercial space.

In addition to having more control over local affairs, and small businesses, communities need a central location — a magnet center — as a hub for neighborhood activities. It could be in a community center, a school, a library, even a church or day care center. But it should have some kind of facilities for recreation, such as exercise classes and basketball courts, for both children and adults. It should be accessible not only by private auto but by public transportation (Ride-On buses, vanpools and the neighborhood jitneys, discussed in Chapter 2), and by foot and bicycle as well.

Depending on the neighborhood and the size of the facility, these magnet centers could be most useful in providing services to those who need help. For example, they could be distribution centers for Meals on Wheels and information centers for county services and activities. Someone at the center should be able to help residents wend their way through the county bureaucracy and get the information they need about government action.

*Communities need a central location — a magnet center — as a hub for neighborhood activities.*

The magnet centers could, in addition, have classes in English for foreign-born neighbors and, if big enough, studio space for artists, musicians, dancers or kids who want to put on a summer festival, and gallery space for art and ethnic heritage exhibits. Whatever the program of the magnet center, it should be planned and controlled by the local community.



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Thus we recommend that the county government:

*Encourage the creation of magnet centers that can be operated and used by neighborhoods.*

We are not proposing that the county spend a great deal of money on building magnet centers, but to keep such ideas in mind when negotiating with developers for amenities, when deciding what to do with abandoned public buildings, including historic buildings, and when deciding how to set up county services, such as libraries. We note that some of these programs already exist in public schools, libraries, recreation centers and community centers.

Schools, scattered around the county in central locations, are ideal sites to use as community centers, and in fact many already are. We recognize, however, that longer hours of use shorten the life of buildings and more money may have to be found for maintenance. Many of the uses listed above could be paid for with user fees, especially those services that might be considered luxuries.

We want to emphasize that the role of government in building a sense of neighborhood is and should be limited. But if the county government were to ensure that communities all had such centers, that would do a great deal to promote the sense of community that many of our residents seem to find is lacking.

The foregoing are three rather dramatic recommendations that make up what we call the neighborhood concept, but we have three additional recommendations that would also help foster a strong sense of community in our neighborhoods.

*Appoint an ombudsman for neighborhood issues.*

We believe the government has a limited role to play in fostering neighborhoods. But, as any community group can attest, it is sometimes difficult to know whom to talk to about any number of neighborhood problems, from stop signs to abandoned junk cars. What tends to happen is that the neighborhoods with the most lawyers and people who know their way around county government get better service. An ombudsman could help equalize that.

*Encourage county government to work with neighborhoods on public transportation issues.*

In the previous chapter we agreed that more people should use public transportation than do, but we indicated that it is inconvenient for many people. One solution we propose is that neighborhood-based van pools or jitney services (shared taxis that run on a fixed route) be encouraged and

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that each neighborhood should have the use of a jitney, both to circulate within the neighborhood and to connect it with Metrobus and Metrorail. We want to repeat that we are not talking about publicly-funded services, but private services that, at most, would be coordinated by the county government in the same way that van pools are coordinated.

*Ensure that it is possible to travel by foot or bicycle within neighborhoods.*

Some neighborhoods already have sidewalks; others don't need them because they have so little traffic that walking and biking on the streets is safe. But many neighborhoods need something — sidewalks or trails — to permit people to walk or bike to the magnet center or Ride-On or Metro stops. If walking or biking is too dangerous, people simply won't do it, and it seems a shame to deny people the opportunity for such healthful and environmentally safe transportation. The desire for sidewalks was brought up many times at our public forums.



We are not so unrealistic as to expect the widespread use of bicycles by commuters. But children love bike riding and they should be able to bike safely to essential places within their neighborhoods — soccer fields, the magnet center, even their schools if not too far.

If these steps are taken we believe that Montgomery County will have many neighborhoods that have a sense of community and self-help. Many already exist in Montgomery County. Bannockburn is often cited

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as a neighborhood with a strong sense of community. Garrett Park and Woodside are others. Many exist, but often they are older neighborhoods that built their sense of community in decades past when more women were home during the day raising their children.

Today, we need new ways to build a sense of community. We believe our neighborhood concept, incorporating small businesses with foot traffic, magnet centers, public transportation and decentralized county services takes into account the new ways people in the suburbs may live and work. One way to tie all this together is to keep the community informed through a newsletter, with possible distribution assistance from the county.

We realize these recommendations will be easier to implement in newly developing areas where the ideas can be incorporated in the initial land use planning. It will be more difficult, but not impossible, in older, established areas. We stress that the needs and wishes of the residents themselves should be paramount wherever these recommendations are implemented.

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**CHAPTER**

# *Housing*

**FOUR**

## *Summary of Recommendations*

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***Strengthen implementation of the county's housing policy that anyone — of whatever income or ethnicity — has the opportunity to live anywhere in the county.***

***Provide incentives to encourage the construction of housing near Metro stops.***

***Establish a land bank for low and moderate income housing units.***

***Reinstate the 15 percent Moderately-Priced Dwelling Unit (MPDU) requirement and reduce the threshold units from 50 to 35 or 40 units.***

***Retain the MPDU designation on MPDUs for the life of the dwelling unit.***

***Encourage use of high-tech construction methods in an effort to reduce housing costs.***

***Enlist the aid of business and industry to help finance the building and employee purchase of moderately-priced housing.***

***Find a much larger, steady source of income for the county's housing programs.***

***Build more urban-like neighborhoods with closely-knit housing balanced with amenities.***

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One of the reasons people want to live in Montgomery County is because of its attractive, well-built homes in a wide range of prices and styles — from studio apartments to four-bedroom luxury condominiums and from two-bedroom townhouses to mansions surrounded by wilderness.

The county also has many neighborhoods that impart a sense of community. And for the most part, privately-owned property is well maintained and neighborhoods do not deteriorate.

So, for people who own homes in the county, the housing picture is bright. Their primary concern is paying taxes on the appreciating value of their homes.

It's a different story for their children and anyone else who isn't wealthy but wants to buy or rent a home in the county. The median price for a new, standard suburban single-family detached house was \$162,000 in 1986. The median price of a new townhouse was \$91,800. And the amount of cash needed to buy a house, to pay for taxes and fees, is usually between \$5,000 and \$7,000, plus the amount for a downpayment and interest loan points. So buying a new house is quite expensive in Montgomery County. Even buying existing or "used" housing is fairly expensive — the median price for a used single-family detached house was \$127,000 and a used townhouse \$83,500.

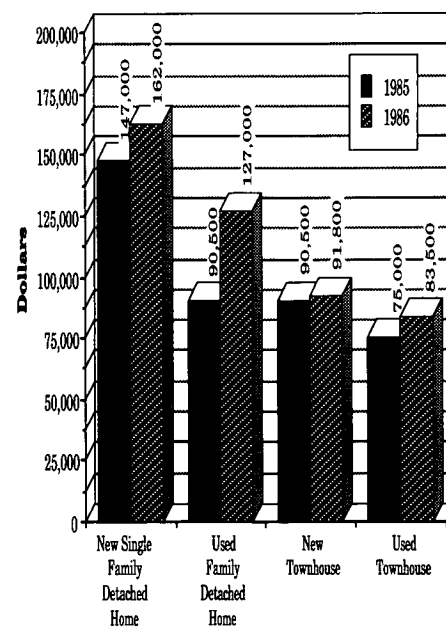
The high prices are offset somewhat by the county's high proportion of two-income families, which means that the average household income is high and that the share of income that pays for housing is actually lower here than most parts of the country.

But those statistics leave out people who might like to buy homes in the county but who often can't. That group includes single-income families (both single-parent families and families who prefer to have one parent home with young children) and single people. It also includes many who are an integral part of the county's services but who are paid less than many of the residents — police officers, firefighters, teachers, social workers, construction workers and garbage collectors. Even entry level professionals are finding it increasingly difficult to afford housing.

Housing, then, presents a difficult problem for about half of the county's workforce. And the road open to their parents, living in an inexpensive apartment while saving to buy a house, is equally problematic.

The average rent for a one-bedroom apartment hovers around \$553 a month, or \$6,600 a year — a substantial outlay for one income families, especially given that renters receive no tax breaks. In fact, 20 percent of all renters pay 35 percent or more of their income in rent, which allows little room for saving for downpayments.

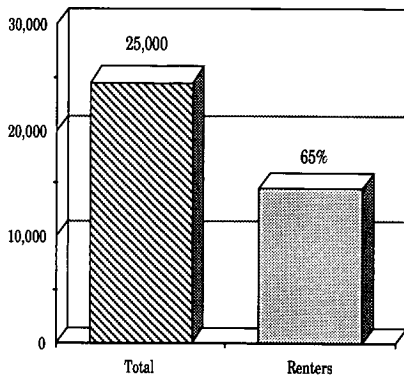
Median Price for Housing in  
Montgomery County—  
Increase from 1985-86



Source: Common Future Data



**Montgomery County Households  
with Annual Incomes Between  
\$10,000 - 20,000**



Many of the county's less expensive apartments are not easily accessible by public transportation, which means they cost even more because they require cars. And some of the few moderately-priced apartments near Metrorail stops, especially in Silver Spring, face elimination through redevelopment.

One of the solutions blue-collar workers and lower-paid professionals have found to the problem of high-cost housing is to live in Prince George's, Frederick or Howard Counties or the District of Columbia or Virginia and commute to jobs in Montgomery County. This further complicates our traffic problems and exacerbates the trend towards becoming an economically polarized community.

None of this even begins to touch the problem of housing for low-income people, of whom Montgomery County has a growing number. About 9,000 county households, 72 percent of whom are renters, have incomes below \$10,000. Twenty-five percent of those households are headed by single parents, and most of the rest are elderly living on fixed incomes.

Another 25,000 county households, most of them made up by the elderly, have annual incomes between \$10,000 and \$20,000. If they own their own homes and consequently have low housing costs, they do not necessarily fall in the category of poor or low income. But if they are renters, which 65 percent of them are, they tend to be living very near the margin; if their apartments are remodeled and the rents raised or if the houses they live in are sold, they face real hardships.

One measure of the problem of housing for the poor is the growing number of homeless people in Montgomery County. Emergency shelters housed 1,500 people in 1986, 38 percent of whom were homeless because of eviction, 13 percent because of unemployment and 8 percent because of foreclosure. That means that almost 60 percent of our homeless are so because of economic reasons, rather than, say, because of deinstitutionalization or domestic violence.

Few statistics exist which measure how the county's poor families cope with the high cost of housing, but one solution people have found is to live in less space than before. Houses and apartments designed for one small family are now housing big families, sometimes two. This is especially true for new immigrant groups, such as Vietnamese and Central American families.

The trend we fear is that if no action were taken to make sure we have affordable housing, Montgomery County could head toward a central-city model: Inhabited by the rich and the poor but beyond the financial means of large segments of the middle class.

*The trend we fear is that if no action were taken toward affordable housing, the county could head toward a central-city model: Inhabited by the rich and the poor and beyond the financial means of many.*

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This problem has not escaped the notice of industry. Several companies have said they would not move to the county, partly because of the lack of affordable housing for their workers. (Another reason given is traffic congestion, dealt with in Chapter Two of this report.)

One company learned that many of its employees commuted to Montgomery County from Pennsylvania because they could not afford to live in the county. They shared apartments during the week and traveled home for the weekends. That company opened a Pennsylvania branch.

So, although we believe it is necessary to attract industry, and although we have many of the elements needed to attract it — an educated workforce, a close proximity to the nation's capital, a good quality school system, and a high quality of life — expensive housing is closing some of our opportunities.

The problem of affordable housing has, as we see it, several elements:

- *The predominance of low-density housing in the county.*

The standard suburban development of three or four people to a quarter-acre lot does not just use up land voraciously, although it does that. It also requires a much higher public investment to build the concomitant roads, sewers, utility lines, bus lines and all the other amenities that county residents expect.

- *The high cost of land and development.*

The fact that Montgomery County is a desirable place to live and work makes land very expensive. And some of the places we need housing most — near Metrorail stations — are in direct competition with office buildings. Since developers can make more money building office buildings than apartments on expensive downtown land, housing — particularly affordable housing — does not get built exactly where it is most needed.

In addition, developing a piece of raw land to a house ready for occupancy is a long, complicated and expensive trail. Dealing with all the agencies involved in the development process adds to the final cost of housing.

- *The county's affluence.*

It seems odd that the county's affluence would be a problem, but in this sense it is: developers prefer to build expensive housing with more amenities because the profit margin is higher on them. In an area as affluent as Montgomery County, this means that very little moderately-priced housing is built. The exception to this is the vast tracts of townhouses that have been built in the Gaithersburg-Germantown area.

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◦ *The high cost of construction.*

Actually, this is less a problem than it appears. Labor costs are high here, but new ways of building housing can lower the cost of construction without sacrificing quality. One example is the pre-built houses that are mostly constructed year round in factories and then assembled in a few days. Many of them are considered to be better quality than the “stick-built” houses constructed on-site.

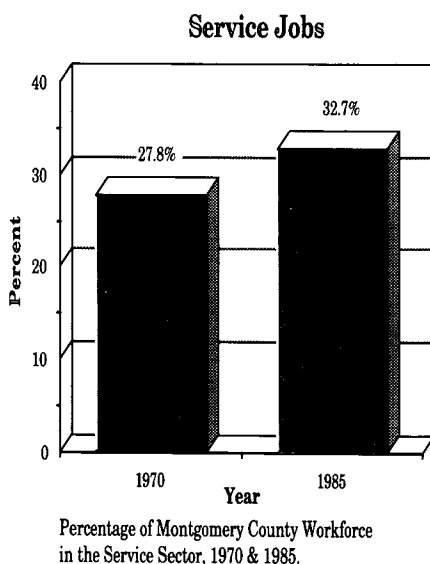
However, partly because of the aforementioned high price of land, few developers are interested in exploring these new methods. They prefer to build more expensive houses with more amenities and higher profit margins. In addition, neighborhoods have been reluctant to accept, and mortgage lenders to invest in, manufactured houses.

◦ *The increase in low-paid jobs.*

Around the country \$15-an-hour manufacturing jobs are being replaced by \$5-an-hour service jobs. While Montgomery County does not have many of the \$15-an-hour manufacturing jobs to replace, many of its new jobs are in the lower-paid service and high-technology manufacturing areas. Lower incomes will mean less money to spend on housing.

◦ *The federal government's interest in housing problems has waned.*

Few federal programs remain to help poor families find housing. Part of the reason for that is because many federal programs were considered unsuccessful — they created huge public housing proj-



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ects that concentrated all the problems of poor people into unappealing, dangerous cubbyholes. Other federal programs, such as Section 8 rent subsidies, were more successful but still problematic. Still, Section 8 was a major vehicle for helping poor Montgomery County residents find housing. Though this program has assisted 2,300 county families with rental payments, it is no longer growing.

◦ *Discrimination is still a problem.*

Twenty years after the Fair Housing Act was passed, it appears that some of our citizens are still denied housing because of the color of their skin. Although the reliability of some reports on discrimination in the county can be questioned, too many people say the same thing: blacks are sometimes turned away from buying and renting homes that whites are encouraged to take. Other factors exist which are completely out of the county government's control — the fluctuation of interest rates, for example, and the actions of the federal government. One recent federal action — the new tax law — has made investment in new apartment buildings less attractive than it once was, a particularly disturbing development.

Another complication has to do with demographics. The fastest growing group in the county is older people. Many of them are or will soon be frail and less able to negotiate stairs and other impediments. They, together with handicapped people, present special housing problems needing special kinds of construction and services.

The housing problem is thus very complex.

Even so, Montgomery County has several fairly successful housing programs. One is the moderately-priced dwelling unit program. This is a legal requirement that any developer who builds a subdivision of 50 or more housing units (houses, townhouses, apartments) must make available 12 and one-half percent of those units at a price a family with moderate income (less than \$34,000 a year for a family of four) can afford. New moderately-priced housing is thus scattered throughout the county rather than being gathered into one or two places. Although there are subdivisions of 49 houses — developers thus avoid complying with this requirement — many homes have been built, sold and occupied by families who might otherwise have been unable to buy in the county.

Another success the county can point to is the mortgages subsidized by the county's Housing Opportunities Commission (HOC). The housing commission issues tax exempt mortgage revenue bonds that have provided for over 5,000 mortgages in the county for families with moderate incomes.

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*Maintenance and rehabilitation are essential to preventing deterioration of our neighborhoods.*

The HOC has other innovative programs. For example, it provided the financing for a high-rise apartment house near the Grosvenor Metro stop in exchange for one-quarter of the 404 apartments being set aside for low- and moderate-income households. HOC also owns and manages apartment buildings for older residents and families.

Another program operated by the county is lending home owners money at low interest to permit them to rehabilitate their homes or make them safer and more liveable. Since a portion of the county's housing stock was constructed before World War II, and some of the more recent building has been less durably built than in the past, this program could gain in importance in the next 25 years. Maintenance and rehabilitation are essential to preventing deterioration of our neighborhoods.

In our view, the county has gone about trying to ameliorate the housing situation the right way, with an independent housing commission developing and maintaining housing programs.

But both the county and the HOC are crippled by an inadequate source of funds, dwarfed by a market that is unresponsive to the housing needs of much of our workforce, and hampered by neighborhood resistance to moderately-priced housing.

Furthermore, affordability is not the only issue involved in housing. As we discussed in the chapter on land use, construction of all housing has lagged behind commercial construction. This means a smaller percentage of those people who work in the county are able to live here, adding to our already clogged roads. This also creates a backlash effect on the economy of the county. When employees cannot find housing nearby, corporations move elsewhere.

For all those reasons, we have the following recommendations:

*Strengthen implementation of the county's housing policy that anyone — of whatever income or ethnicity — has the opportunity to live anywhere in the county.*

It is too easy to slip into complacency and believe this recommendation is unnecessary, that the matter of housing will work itself out. It will not work itself out, not without determination and political will. To make it work, the county government should set 5-, 10-, and 20-year affordable housing goals.

*Provide incentives to encourage the construction of housing near Metro stops.*

If high land costs make affordable housing unprofitable for developers to build in central business districts, then the county should do what it can

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*Housing presents a difficult problem for about half of the county's workforce.*

*The county government has a responsibility to ensure that citizens understand that affordable housing is not only a "poor people's issue."*

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to make affordable housing profitable. We explored this in the chapter on growth and land use planning. Essentially, the county government should increase the densities allowed to permit developers to make a profit when building housing on commercial land. In addition, the county should exempt housing from the trip generation requirements that are used to restrict commercial development in central business districts. And the county should permit full use of optional development densities only when housing is included as part of the package.

*Establish a land bank for low and moderate income housing units.*

The county government should acquire land in developing areas in advance of the rise in land cost that follows development. This land can then be built upon by developers under some kind of lease or sale arrangement that would ensure that moderately-priced housing is built. An advantage of the plan is that if land bought by the county turns out not to be useful for housing, it can be sold or traded for other parcels of land, usually at a profit to the county.

*Once an MPDU,  
always an MPDU.*

*Reinstate the 15 percent Moderately-Priced Dwelling Unit (MPDU) requirement and reduce the threshold units from 50 to 35 or 40 units.*

As stated before, the county currently requires that of any housing development of 50 units or more, 12 and one-half percent be moderately-priced dwelling units. We recommend that the percentage be increased to 15 percent, its original legislative goal.

*Retain the MPDU designation on MPDUs for the life of the dwelling unit.*

The county policy on MPDUs allows owners of MPDU's to resell, after 10 years, at full market value. The Commission recommends that the county retain its investment in MPDUs by extending the designation to the life of the dwelling unit — in effect, once an MPDU, always an MPDU. An increasingly larger segment of affordable housing could therefore be protected.

We are not the first to suggest some of these ideas — the county government has been exploring these kinds of things for quite a while. But one of the problems that has stymied such solutions has been neighborhood opposition. An atmosphere of citizen distrust has been building over the past years, which has had the predictable result of hardening the attitudes of public officials, which in turn hardens the attitudes of the citizens.

The county government has a responsibility to ensure that citizens understand that affordable housing is not only a “poor people’s issue.” It

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is an issue that involves all of us. When ordinary citizens can't find a plumber to fix their pipes, when they must endure long waiting lines because businesses cannot find salespeople, when their children cannot find a place to live, the reality of that fact will come home to them.

High technology alternatives to traditional building techniques and construction materials have been developed in this country and others. Although proven successful and efficient in the laboratory or in demonstration projects, there has been no widespread demand to utilize these materials and techniques. This is largely because existing building codes are not flexible enough to allow utilization of these materials and the construction industry has not yet entertained, in any widespread manner, the notion of changing their techniques. The county should therefore:

*Encourage use of high-tech construction methods in an effort to reduce housing costs.*

*Enlist the aid of business and industry to help finance the building and employee purchase of moderately-priced housing.*

We are not suggesting that housing be built by corporations for employees. Problems abound with that idea. But corporations have complained that there is not enough affordable housing in the county for their employees. They also complain that they have to pay their employees more here than elsewhere because of the high cost of housing. Perhaps they can help solve this problem.

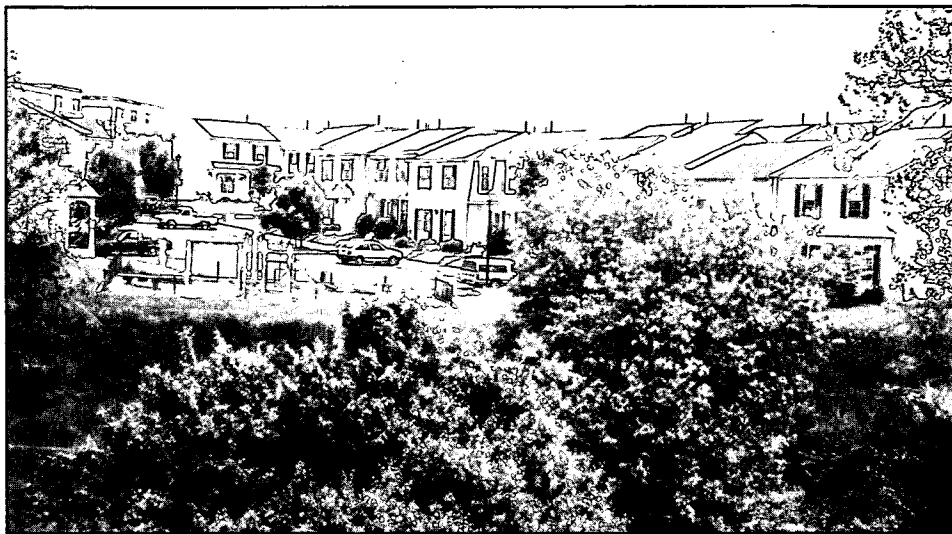
One possible idea is that the Housing Opportunities Commission could issue a revenue bond specifically marketed to local corporations with the purpose of building moderately-priced housing.

Another idea might be to encourage corporations to offer their employees housing allowances or mortgage settlement assistance instead of parking subsidies. That would have the double benefit of alleviating the housing problem while encouraging the use of public transportation. Still another idea would be for corporations to guarantee loans for their employees. Certainly other possibilities exist. The business community, both employers and employees, is in the best position to think of them.

*Find a much larger, steady source of income for the county's housing programs.*

In the chapter entitled "Governance and Finance" we examine several different ways in which more revenue could be raised. Some of that revenue needs to be used for housing programs.

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*Build more urban-like neighborhoods with closely-knit housing balanced with amenities.*

This is tied to our discussion in the chapter on land use planning and growth. We are suggesting developing new ways of living, requiring more densely-packed residences combined with small-scale commercial and retail businesses, and with such neighborhood amenities as day care, recreational facilities and open space. They should, in addition, be near job sites.

If such residential areas were developed they might have residual side benefits. One that comes to mind is that older adults, many of whom feel trapped in single-family suburban houses, might want to move there, anticipating easier access to restaurants, shopping and recreation. It would then be easier and less expensive for the county to reach those who need services such as transportation, food, health care and other things people need as they become less mobile. Such a migration might in turn free up the housing left by the older adults — often much too big for one or even two people — for families with children.

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**CHAPTER**

*Human Services  
and  
Child Care*

**FIVE**

## *Summary of Recommendations*

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***Emphasize case management in the Department of Social Services.***

***Promote the issue of recruiting, training and retaining qualified child care providers.***

***Make available before- and after-school care for all elementary school children.***

***Increase funds for recreation, library and school programs for after-school activities.***

***Make transportation available for after-school and recreation activities.***

***Plan county facilities to include joint use by children and senior citizens and develop intergenerational programs throughout the county.***

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Over the past century the trend towards greater public responsibility for the basic welfare of all citizens has been unmistakable and probably irreversible. Despite grumbling about taxes and government intrusion, the public strongly supports the human services provided by government help to needy citizens and resists efforts to cut them. We expect that trend to continue. In this chapter we examine the field of human services with that trend in mind.

The field of human services falls into two main categories: services provided to people who are poor, both to ameliorate their poverty and to help them become more self-sufficient; and services provided to all who need them regardless of income.

The number of disabled adults and mentally ill adults will continue to grow with the increased medical knowledge that allows people with disabilities to live longer and to live outside institutions. We know that the aged population is growing three times faster than the general population and will continue to grow into the year 2020. The county has been committed to providing services to this vulnerable population and has actively participated in the institutional process. The demands for these services will continue to grow.

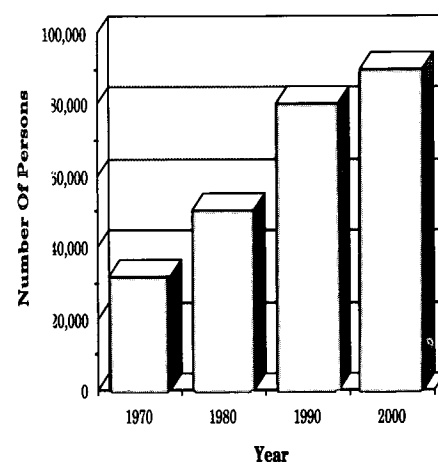
Examples of aid to the poor include General Public Assistance, job training programs, and, best known and most expensive, Aid to Families with Dependent Children (AFDC).

Aid to the poor has been getting a great deal of attention lately, as almost everyone has acknowledged the failures of past programs to eliminate poverty.

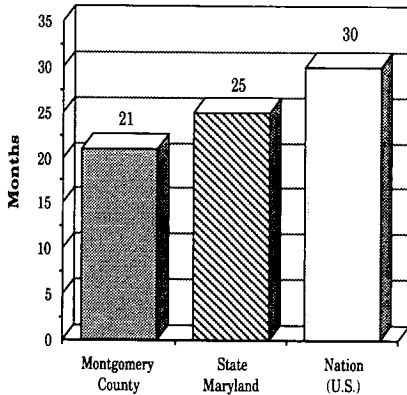
Not all past programs have been failures. The average stay on AFDC is between 25 and 30 months in Maryland and the U.S., respectively, and 21 months in Montgomery County. For most people welfare is a temporary help — a way to smooth the transition between being a whole nuclear family and a broken family, for example, or to recover from a serious illness or accident. Few in the United States begrudge that short-term aid to children and their parents.

But there is no question that for a small percentage of families on welfare, AFDC has permitted and in some cases even encouraged unhealthy social patterns. AFDC, for example, is mostly available only to single mothers raising their children. That means fathers have had an incentive to leave their families rather than an incentive to stay — they often reason that their children will be better cared for without them than with them. This is a terrible pattern for society as a whole to encourage.

Aged 65 and Older



**Average Time Recipients Stay on  
Aid to Families with  
Dependent Children (AFDC)**



The current fashion is to require that those receiving welfare — who are, overwhelmingly, single mothers — participate in job training programs and work, when they are physically able to do so.

Several problems have been identified with this approach. One is that people on public assistance are often reluctant to take minimum-wage jobs that typically do not provide medical benefits. They fear, very reasonably, that they will not be able to pay for doctor visits and medicine. One illness is often sufficient to return them to welfare and Medicaid.

Another problem is what will happen to the young children of welfare mothers: good day care is already in short supply and extremely expensive for babies and toddlers.

The average day care for infants in the county costs \$5,500 a year; for those over two years old it costs almost \$4,000 a year.

The county government has a Family Independence Project to alleviate these problems — it has continued to pay for Medicaid coverage for welfare recipients who have entered into work programs, and it has provided day care for their children. This program has produced good results. Although still on too small a scale to proclaim absolute success, the program holds promise for the future and will be expanded.

Another approach might be to require work only for those welfare recipients with older, school-aged children and provide job-training for parenthood for the rest.

AFDC was established so that poor women would have the same opportunity as middle-class women to stay home with their children. Although many middle-class women are now working outside the home, the original idea for AFDC was a good one. However, it should be recognized that parenthood is a complicated task, one that, to be done well, demands a great deal of thought and considerable training.

Such training could include classes on child development, nutrition, hygiene, household management, basic pediatric medicine, first aid, and a variety of other subjects — subjects that often take on importance to people only after they have children.

Given the high cost of quality day care, this could be a considerably cheaper and better alternative to requiring the mothers of babies and toddlers to work, especially since it would provide the long-term benefits of parents better prepared for childrearing.

We do not offer this suggestion as a panacea. We as a society must accept that no magic formula exists that will end poverty and relieve the stresses that accompany radical economic restructuring.

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This approach is one of several different things that can be tried, and it is then up to individuals of all sorts — teachers, police officers, social workers, religious leaders, employers, volunteers — all of us, in fact — to notice talent and ability and willingness to work hard on the part of poor people, especially children, and to help them develop their potential. One healthy sign is that government is coming down harder on absent parents, forcing them — when they work — to pay court ordered child support. That is a good approach and should continue.

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No doubt the federal government will change its rules for welfare in the next couple of years. To welfare recipients and social workers those changes, no matter how well-intentioned, might simply mean more paperwork, more complexity and more problems.

This eventuality is no small matter. When the application forms for AFCD and food stamps are taped together end to end, they stretch 75 feet — a startling reminder that we as a society may try to help people, but not without exacting payment of a sort. If more federal requirements are added, they will probably add to the numbers of forms. In addition to the sheer amount of red tape, the social service system is extremely complex.

Poor people must go to half a dozen offices and speak to dozens of people to be helped by those programs, some of which are unable to help them immediately, if at all. It takes real savvy and understanding of the system to be able to work through all these programs, knowledge most people — especially those who are poor or don't speak English — are often unable to master.

For the above reasons our next recommendation is to:

*Emphasize case management in the Department of Social Services.*

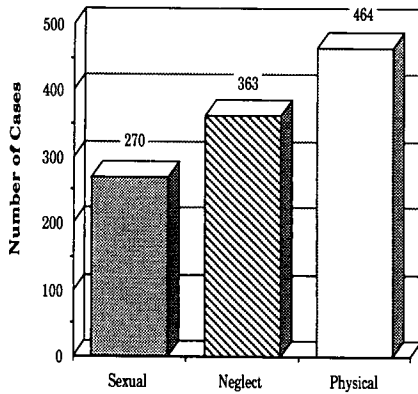
In the past, each family in trouble was assigned a social worker who acted as an ombudsman, helping to obtain services from a variety of sources, ranging from job training to food stamps to housing assistance. Today work is compartmentalized, with the result that clients become confused and disoriented and the social workers may become more concerned about paperwork due to their caseload.

It should never be forgotten that welfare recipients are, for the most part, small children and their mothers who often need contact with stable, competent people. Social workers are trained to play that role, and they should be permitted to do so.

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*When the application forms for Aid to Families with Dependent Children and food stamps are taped together end to end, they stretch 75 feet.*

**Known Cases of Abused Children  
Montgomery County - 1987**



This recommendation is even more important when talking about the second mission of the Department of Social Services — the provision of services, such as child protection, to all people regardless of income.

Five years ago the county government knew about fewer than 50 cases of sexual abuse of children. In 1987, it knew about 270 cases. It documented 464 physically abused children and 363 neglected ones last year. Those numbers are overwhelming the county's Department of Social Services, which means that children are often pretty much on their own.

Social workers, police and judges will, when they are being candid, admit that parents and caretakers can neglect their children to a shocking extent with impunity. And the lack of foster homes or other alternatives for children means that judges are justifiably loath to remove a child even from an abusive family.

We are reluctant to advocate simply spending more money, but it is incumbent upon us to ensure that the children in our county grow up healthy and intact. More training and counseling must be given to families in trouble, more medical services provided to children who have been abused, and more possibilities for a normal life must be offered to those children — specifically, we need more foster homes.

Foster homes are in short supply in part because of the dwindling of large farm families who were happy to take in an extra couple of children and because more women are returning to work rather than staying home.

In addition, few foster children are the traditional orphans or children of intact families who have hit hard economic times — the standard foster child of a few decades ago. Today's foster children are often seriously damaged and frequently very difficult to live with. Foster families need considerable training themselves to handle the problems posed by such children.

It might be necessary to pay families real salaries to take in foster children and to acquire training. This is already being tried on a pilot basis, but more needs to be done.

By enumerating the problems in the field of social services, we are not telling county social workers anything they do not know. Our suggestions have already been thought of and requested. But the public needs to be more aware of the need for more resources to better manage what is an intolerable problem of children being harmed, rather than nurtured, by their parents and caretakers.

That leads us into the question of child care.

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## Child Care

In developing our report, child care became one of the most complicated issues we studied.

In many ways Montgomery County is at the cutting edge of this issue; we lead the nation in percentages of dual-income families, women in the work force and latch-key children. And we are also home to a baby boomlet, with 27 babies being born every day, and to a growing labor shortage, making qualified day care workers hard to find. For these and other reasons child care is and will continue to be a major issue for many Montgomery County families.

The issue breaks down in a few ways: quality, kind, availability, cost and convenience.

It is fairly clear that most parents prefer home-based care, or family day care, to institutional day care centers, especially for very young children. There are, by county estimates, 4,000 registered and 18,000 unregistered family day care sites in the county.

*We lead the nation in percentages of dual-income families, women in the work force and latch-key children.*



Most of them are run by women in neighborhoods opening their homes to relatively small numbers of children, sometimes all day, sometimes just before and after school, sometimes both. In contrast, there are only a few day care centers in the county serving 10 or more children.

One of the reasons parents prefer family day care is that it is generally less expensive. But it is often more convenient — sometimes right down the street from home or office — and it usually offers a more home-like setting for children than day care centers.

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In our chapter on neighborhoods we recommend that the county government encourage further the establishing of neighborhood family day care and we repeat that here.

We urge that the county government make licensure simple and not unduly burdensome on the caregivers as a method of bringing more caregivers into the system. Those currently unlicensed would be encouraged to comply with relatively uncomplicated procedures.

In addition, we believe there should be some additional supervision of day care facilities — not enough to distract caregivers from their role, but enough to ensure at least a minimal amount of safety for the children in care. The county should also:

*Promote the issue of recruiting, training and retaining qualified child care providers.*

*Make available before- and after-school care for all elementary school children.*

*Increase funds for recreation, library and school programs for after-school activities.*

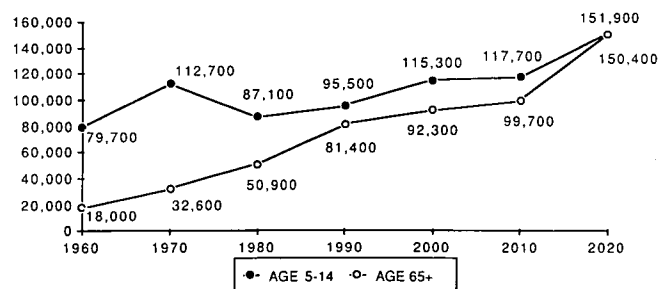
*Make transportation available for after-school and recreation activities.*

The chapters on neighborhoods and transportation encouraged neighborhoods to acquire jitney services. These shared taxis which run along established routes could be an excellent way to transport children from school to after-school activities and then home.

*Plan county facilities to include joint use by children and senior citizens and develop intergenerational programs throughout the county.*

These have been quite successful when tried, both here and other places, and more needs to be done along these lines. Our senior citizens are a source of knowledge, wisdom and experience that could greatly benefit our children. And our children are a source of energy and innovation that could greatly benefit our older citizens.

CHILDREN AND THE ELDERLY





**CHAPTER**

# *Education*

**SIX**

## *Summary of Recommendations*

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***Define clearly the mission of the public schools and communicate to the community what the schools can and cannot do.***

***Involve parents in the educational process.***

***Promote greater fiscal accountability from the Board of Education and urge greater cooperation among the Board of Education, County Council, County Executive and Planning Board.***

***Provide greater latitude to teachers and principals on resource allocation, curriculum, and staffing matters; reduce size and scope of area offices; strengthen central office responsibility for equity oversight and innovative programs.***

***Keep teachers' compensation competitive with the private sector and with other jurisdictions.***

***Work to simplify Maryland's Teacher Certification System.***

***Make provisions for a longer school year.***

***Ensure that school curricula keep current with the demands of modern technology.***

***Encourage more private sector involvement in the schools.***

***Continue to encourage experimentation with new ideas and programs.***

***Coordinate all higher education in the county.***

***Work to ensure strong state support of community colleges, including sufficient funding for Montgomery College.***

***Bring together educators, business, community and government leaders regularly to discuss the adequacy of higher education and whether it is meeting the needs of the community.***

***Improve the public perception of technical education and technical positions as challenging and respectable career choices.***

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If residents of Montgomery County were asked why they moved here, many — perhaps most — would say they were attracted by the excellence of the school system. They may have found other things to like about the county, and they may have stayed long after their children were grown, but their first consideration was schools for their children. And by many measures Montgomery County has had an excellent school system.

For one thing, the public as a whole has been willing to support the schools. We have not seen here, as other areas have, schools close because the general public is unwilling to pay for them. Nor have we seen, as in neighboring Prince George's County, a tax freeze instituted to prevent the schools from getting more money.

In fact, about half of Montgomery County's government budget goes towards the schools, an amount few have begrudged. State and federal contributions to county schools amount to less than 15 percent of the budget. Yet the amount spent per pupil in the county is \$4,900 — more than any other Maryland jurisdiction and more than what many prestigious private schools charge.

Another thing Montgomery County schools have is a very active and interested army of parents and volunteers, many of whom are themselves highly educated. According to school surveys, between 50 and 60 percent of all adults living here have completed four or more years of college (compared to about 20 percent nationally).

The combination of money and interest has had good results. Montgomery County has many excellent and dedicated teachers and administrators who have done a fine job. Between 75 and 80 percent of county students go on to college, and college admissions officers around the country know about Montgomery County schools. SAT and other test results are good in comparison to both state and national averages. The average county SAT score, for example, was 988 compared with a statewide average of 914 in 1987-88. And county SAT scores have gone up 28 points in the past 5 years, compared with a 13 point improvement in national scores.

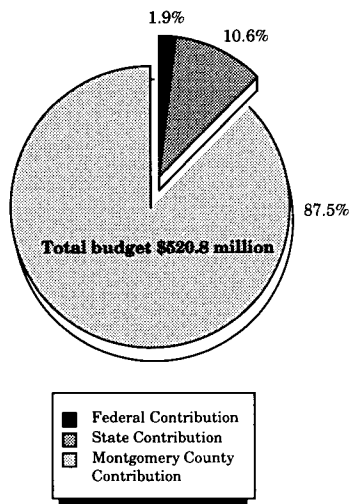
There are special programs for gifted and talented students, handicapped students and emotionally troubled students. And parents of children in our schools, for the most part, express satisfaction in the education offered.

In addition, students enrolled in county schools come from 117 different countries. County students are thus exposed to children of many different social, ethnic and economic backgrounds, which offers them the opportunity to learn a great deal about the world around them in a very personal way.

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**1987-1988  
Montgomery County Public School  
Budget  
Contribution Breakdown**



*The county faces a serious challenge both to the pressures of a growing and increasingly diverse school population and to improve schools to meet the demands of the future.*

But to tout the successes and repeat the good things about the schools in Montgomery County should not be confused with complacency.

We on the Commission on the Future see a number of emerging problems. The county faces a serious challenge both to keep the current quality — given the pressures of a growing and increasingly diverse school population — and to improve schools to meet the demands of the future.

First, let's look at some statistics. There are about 96,000 students attending 162 elementary, secondary and special public schools in Montgomery County. Approximately 20,000 additional students attend a variety of private schools, both religious and secular. About half the county's billion dollar plus budget goes to the public schools; the total school budget for 1987-88 is \$520.8 million, of which the state contribution is roughly 10.6 percent. The federal contribution (for special programs for poor children) is only 1.9 percent.

But it is important to note that the current tab for the county's portion of the state's teacher retirement and social security fund is \$68.8 million annually. Since teacher salaries are higher in the county than in other state jurisdictions, this is a likely source of future tension as the pension costs grow.

After years of closing schools because of underenrollment, the county is now in a hurry-up campaign to build, expand and renovate schools. This is true not just in the upcounty area where a great deal of new housing has been built, but also in the downcounty area where older housing is changing hands from older residents to young families with children.

We are now in a situation similar to the 1950s and 1960s when the original "baby boomers" began attending schools unprepared for them. Today, the children of the "baby boomers" are attending elementary schools which are struggling to meet the needs of an expanding school population. The situation is complicated by the fact that high schools are still underenrolled.

It might be noted that the problems a generation ago were worse. For one thing there were, proportionate to the population, more children. Many attended split sessions, an unsatisfactory solution the county does not seem to need to resort to this time.

But that doesn't mean everything is going well. The county is not keeping up with the needs of all the new children. There are too few schools, too few classrooms, and too few books and other materials. As resources are needed for the physical plant, other improvements are delayed.

Moreover, although there are still plenty of applicants for every vacancy, we are likely to start running into a problem of too few teachers. Because

of a large number of retirements, the school system estimates it will need to replace half of its teaching force by 1995. Many school systems face the same situation, and competition for good teachers is likely to be intense in the future.

In addition, Montgomery County is undergoing dramatic social changes. A large percentage of our schoolchildren come from single-parent households (this can be gauged from the fact that 11.5 percent of the county's households are single parent families) and an even larger percentage (70 percent) come from families where both parents work. And many of the jobs held by the parents are not standard 9 to 5 jobs, but relatively high powered careers that require long hours and dedication. This results in a great deal of stress for children.

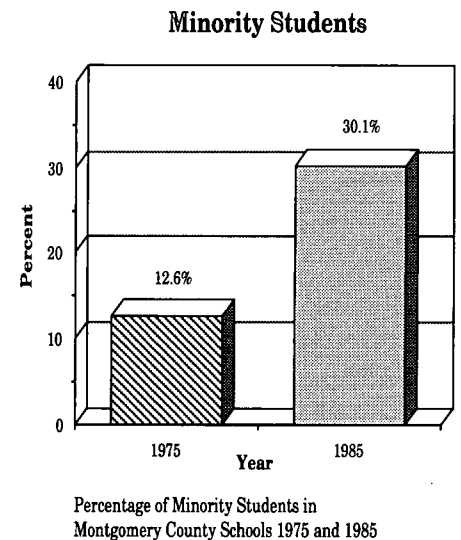
Another social change going on in Montgomery County is the increasing diversity of the population. Between 1975 and 1985 the percentage of minority students in the schools more than doubled, from 12.6 percent to 30.1 percent. The number of students who need to learn English before learning other subjects increased from 3,339 in 1982 to 4,281 in 1986, an increase of 6.4 percent a year (while total enrollment rose only 1.5 percent a year). At the same time, more of our schoolchildren come from poor or near-poor households.

As noted earlier, this increasing diversity offers a genuine opportunity for Montgomery County students to learn a great deal about the world from working and playing with fellow students from different cultures and backgrounds.

But there is no question that heterogeneity brings with it tensions between different cultures, values and learning styles. Teachers need to spend extra time with those who have, for example, recently moved to the United States just to make them feel comfortable in an American classroom. This additional demand on the teacher's time adds to the difficulties in covering essential subjects.

We don't want to overemphasize the problems; homogeneity has its own problems of isolation and ignorance. But Montgomery County has never before been an assimilating school system — that is, a school system that serves as the first main introduction into American culture — and it will take some careful thought and planning for us to solve the associated problems.

Finally, Montgomery County has not been immune from the general dissatisfaction that has been expressed about schools across the country during the past few years. Too many students graduate from high school poorly prepared with only limited ability in reading, writing, science and math. It is particularly shocking if a high school graduate is unable to

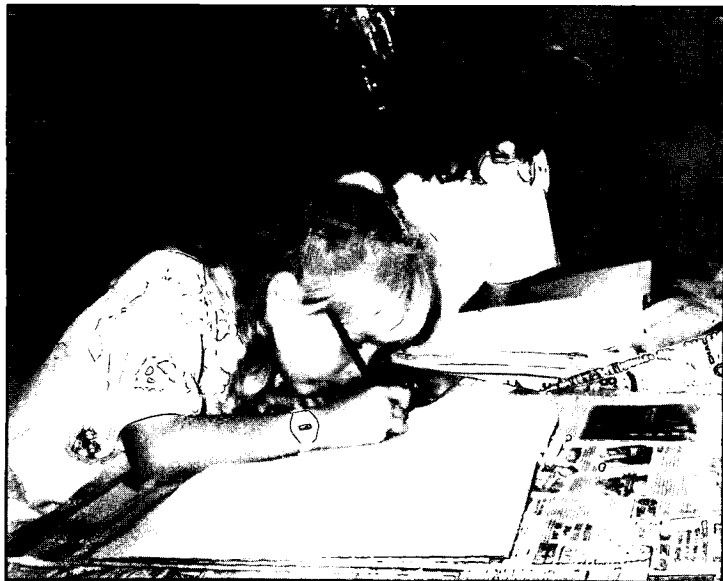


locate European nations on a map, identify the century in which the American Civil War was fought, or correctly punctuate a sentence.

Educators and the general public have begun to recognize the need for curriculum changes, changes that will better equip students to be able to use and manipulate modern technology, as well as to feel comfortable with the discourses of modern civilization. While the need for change has been recognized, schools need to move more aggressively to help children develop more “thinking” skills for this increasingly complex world.

But one of the problems facing all school systems in the country is whether teachers are capable of handling these changes. The accurate, but unhelpful, answer is that some are and some aren't. Those who aren't capable range from incompetent to somewhat acceptable. The problem for any school system is to exclude the incompetent, improve the acceptable and attract the excellent. Are the schools attracting and retaining the most exceptional teachers?

The Commission on the Future sees this as one of the most important issues facing Montgomery County in the future, because it is very clear that good schools are dependent on talented, educated, enthusiastic and caring teachers and administrators. If we as a county and a nation do not take steps to ensure that such people want to be in schools and want to teach, our schools will become places for children to spend time rather than places to become educated.



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There are other problems — the use of drugs by students, the lack of programs for so-called “average” students, the difficulties in helping handicapped children overcome their problems, the problems posed by disruptive and difficult students — the list could go on and on.

Each of those subjects deserves attention and study. But we preferred to focus on the overall educational needs of the schools, believing that this ultimately will free up energy and resources to address some of the other problems.

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The recommendations that follow are intended to address some of these broader concerns.

*Define clearly the mission of the public schools and communicate to the community what the schools can and cannot do.*

In some ways this seems self-evident, but we believe the schools are being pushed in so many different directions that they are increasingly unable to devote their rather limited time to academic pursuits. For example, they are increasingly expected to be social service agencies. The logic behind this is that since all children are in schools, schools are convenient places to identify and solve personal and social problems ranging from drug abuse and criminal behavior to child abuse and other trauma.

But schools are not really geared to provide those kinds of services and shouldn't be expected to. Schools admittedly are important sources of information about children's problems. A teacher may be able to identify a child abuse victim, for example, but other social service agencies must be responsible for providing protection and counseling.

Schools also should not be used as purveyors of every popular program and propaganda, no matter how well meaning and otherwise worthwhile. It takes up precious time to teach kindness to animals or some other such cause, time that is better put to reading or studying animal biology. Nor are schools babysitting services, although it makes sense for school buildings to be the sites for before- and after-school programs for children whose parents work.

It also makes sense for schools to serve as catalysts in exposing students to a variety of careers through internships with businesses, universities, governmental agencies, hospitals, and other places. This can broaden their horizons and make traditional academics more relevant. In fact, these practical work experiences can demonstrably improve student performance. The schools also benefit from the infusion of ideas and new technologies from local agencies.

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*We need to convince more of our students and parents that vocational education is a valuable part of our education system.*

There is a national debate on the subject of vocational education. Some believe that vocational education is irrelevant and a waste of time. They suggest that schools should limit their mission to teaching life skills and that employers should teach them job skills. While we heartily endorse the importance of giving our children a broad education, we believe that vocational education can play an important role in the county. We have an excellent facility, the Edison Center, which is underused.

Parents and educators agree that the problem is primarily one of marketing. We need to convince more of our students and parents that this kind of work experience is a valuable part of our education system. And that the status associated with going to college immediately following high school may be misplaced for some students. We need to readjust our assumptions and encourage both a lifelong love of learning as well as practical work experiences.

We owe our children — indeed, we owe ourselves — the kind of education which permits an acceptance of the responsibility of citizenship and, on a more individual level, permits graduates to hold a number of different kinds of jobs. For we — along with others looking to the future — foresee that many people will not train for and work in one career in their lifetimes but will, rather, train for and work in several successive careers. That means graduates require both a basic understanding of how the world works and the flexibility of mind that comes from a good education — one that includes an understanding of history, literature, science, mathematics, government, geography, art and music.

We need to recognize the range of learning styles our children have without being judgmental. Study after study has shown that the more teachers treat their students as bright and gifted, the more those students achieve — even if they began as average scholars.

Whether vocational or academic, schools should be where children learn to think about, debate and decide important issues and where they learn how to learn — a skill that will be important in learning the specific tasks necessary to hold several different jobs during their worklives.

That is the mission of the public schools, and they should stick to it without being distracted into trying to solve the other very real problems children and their parents have. Once that is acknowledged, the schools need to enlist the support of the community at large in carrying out their mission. Not only do the School Board, Superintendent and school employees need to understand what the schools can and cannot do, but they must communicate these ideas and discuss them with the County Council, parents and the community as a whole.

One implication of this is that other parts of the community must take responsibility for those things that the schools cannot do. It is not that

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schools have been asked to do unimportant jobs — drug abuse counseling, child abuse counseling, and myriad other tasks that have been assigned to the schools are all very important. They are just not jobs the schools are particularly well suited to doing. And they take valuable time from education.

And so, we as a community need to get out of the comfortable notion that if there is a problem with children, the school system should be in charge of solving it. Other government agencies, other sectors of the community, must feel the pull of their responsibilities.

*Involve parents in the educational process.*

Parental involvement in their children's education is one of the most important factors in the success of many students. But it is becoming increasingly difficult for parents to be involved in the traditional ways — as class aides or room parents. Too many of them are working full-time. They simply don't have the time. They are interested, however, and the most successful teachers realize that. Such teachers involve parents in creative ways, including guest lectures, newsletters, telephone calls and classroom activities. These teachers know that parental involvement helps students achieve more and feel more motivated toward their schoolwork.

*Promote greater fiscal accountability from the Board of Education and urge greater cooperation among the Board of Education, County Council, County Executive and Planning Board.*

There is a sense in some parts of the community that the School Board and the school bureaucracy airily dismiss all concerns about money. The School Board asks for ever-increasing budgets with, it sometimes appears, little concern for the higher taxes they might mean for county citizens.

Part of the reason for this perception is the way the county government is structured: the School Board submits its budget to the County Executive, who has a chance to review it and then submit it to the County Council. This puts the School Board in the position of being a supplicant, and supplicants often ask for more than they think they can realistically get.

We do not recommend one possible solution — that the School Board be given its own taxing authority, and thus be held directly responsible by county voters for its spending — in part because it is too radical a structural change to recommend without more careful study. Other jurisdictions with such a system have sometimes floundered because budgets did not pass even when schools desperately needed the money.

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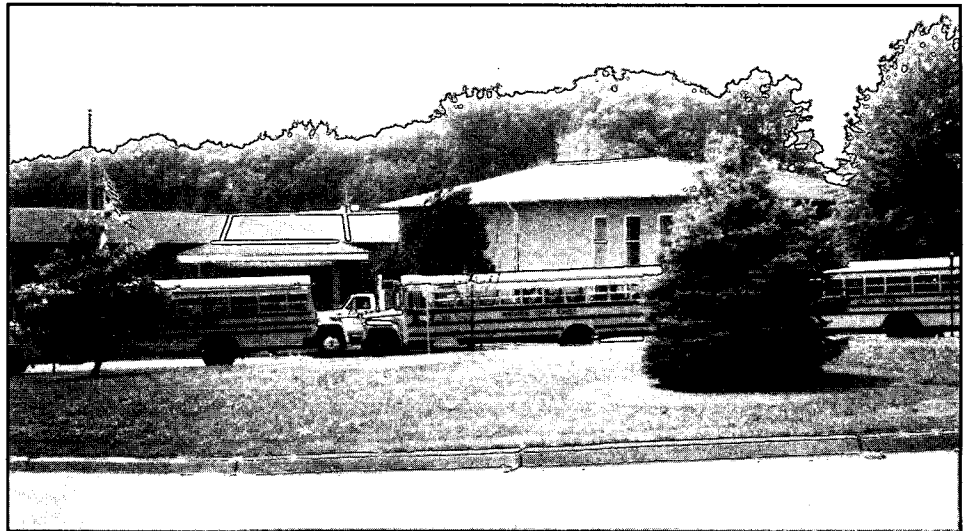
*The School Board should see itself as a protector of the public pocketbook.*

Our recommendation is simply that the School Board see itself as a protector of the public pocketbook; it should reward good management, eliminate sloppy practices, and watch carefully to ensure that its money is wisely spent.

If this does not happen, more radical changes might have to be considered, including subjecting the School Board to a greater degree of political control by the County Council and County Executive.

One motivation the School Board should have for careful spending is to stave off the resentment that older residents (a growing number), childless adults (a significant number) and parents of private school students (about 20 percent of parents) sometimes feel about paying large amounts of their taxes for schools, especially when education is in direct competition with other services such as roads, health care and social services.

We all need to recognize that education is a societal investment in fellow citizens, not simply a benefit for the children who attend and their parents. The better the school system is, and the more frugal it is, the more powerfully it can make that argument.



*Provide greater latitude to teachers and principals on resource allocation, curriculum, and staffing matters; reduce size and scope of area offices; strengthen central office responsibility for equity oversight and innovative programs.*

The Commission on Excellence in Teaching, which issued its report in February 1987, made a number of important recommendations aimed at improving conditions in the schools. Put simply, the commission recom-

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mended that more responsibility be turned over to teachers and principals with less direction and interference from the central administration.

The analysis behind this recommendation is that teachers and principals now feel powerless to change any part of centrally directed curricula, with the result that their creative energy is sapped away. Many teachers and principals echoed the words of one teacher who said she felt she was just a “cog in a wheel.” People who feel that way cannot approach each day with the sense of enthusiasm and creativity needed to teach children.

The principal and faculty of a school should function as a collegial body setting policy and running their school with as little interference from the central administration as possible. They should be able to allocate resources within a school according to the needs of their students and to innovate with materials and lesson plans.

Schools should be accountable to parents, students and the School Board and function within broad guidelines set by the School Board for each grade and subject. But they should not be autonomous fiefdoms, unconnected to the school system as a whole.

Schools, principals and teachers need to be held accountable to School Board guidelines. Teachers, principals and administrators should be judged on whether children have learned what they were supposed to have learned, not whether teachers followed the proper lesson plans and put the proper things on the bulletin board.

We don't pretend that the issue of accountability is an easy one. The easiest way to judge “output” is by tests, but we do not propose that schools be enslaved by tests more than they already are. There needs to be a combination of peer review, parent and student judgments, tests and other measures to assess whether teachers, principals and administrators are doing their jobs.

But teachers should be given reasonable latitude in deciding how to do their jobs. Teaching is a difficult job and requires enormous enthusiasm and dedication, two qualities that are difficult to maintain when teachers are handed overly detailed lists of objectives and told not to deviate from them. Enthusiasm and dedication are much easier to maintain when teachers are permitted and encouraged to think of new ways to impart the excitement and wonder of learning about the world.

The principle of empowering teachers and principals has many implications, which the Commission on Excellence in Teaching explored. We will give only a few examples.

One is that excellent teachers should have the opportunity to advance in their profession by becoming “master teachers.” Such master teachers

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could help train new teachers, supervise and evaluate fellow teachers, and — most importantly — continue to teach. The current system encourages bright, ambitious teachers to be promoted to subject area specialists and administrators — out of teaching and out of the schools, thus depriving children of some of the best teachers in the system.

Another recommendation is that serious professionals not spend more than an hour a day on trivial paperwork and on such assignments as hallway or cafeteria monitor. Paperwork could easily be cut down with less direction from the central administration. For example, teachers now are required to submit to the central office lesson plans for special days and then submit evaluations of how those lessons went. Such reports waste time the teacher could better spend working with a student or evaluating a student's work.

The wider use of computers could cut down on other kinds of paperwork, particularly those kinds that require much repetition of data — lists of students, their ages, and so on.

Hiring more teacher's aides and clerical staff would also free teachers' time for teaching. And we should not ignore the basics of having enough desks, chairs, locks on drawers and telephones so that teachers can spend their time working instead of searching for materials, typing and duplicating tests, and waiting for phones to call parents.

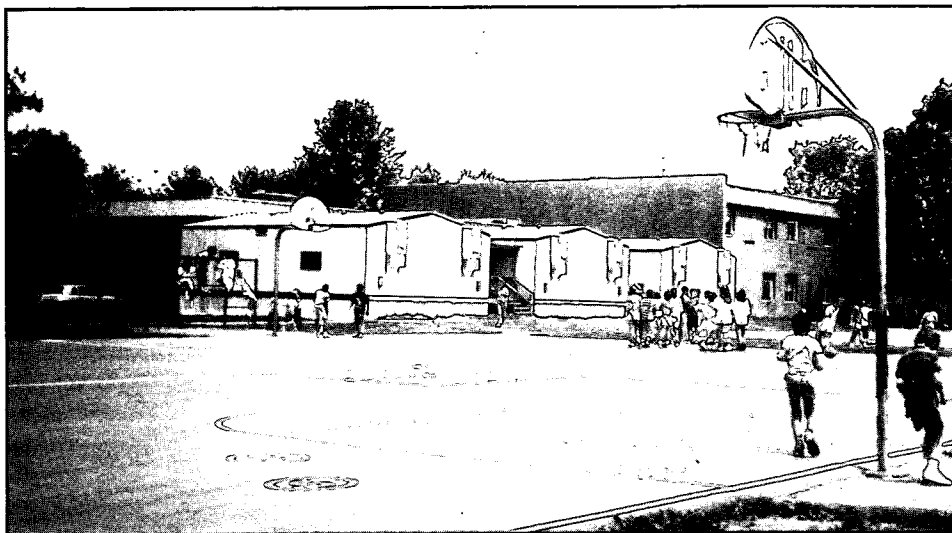
By empowering faculty and principals, Montgomery County should be able to streamline its administration considerably. Some of the supervisory and "content specialist" functions now performed by area offices, for example, could be assigned to master teachers and principals. Some of the elementary school subject specialists and other administrators are among the best teachers in the system, and they should be back in the schools working with students and teachers. We envision the future being one of strong central administration and strong local schools. We expect the role of the area offices to diminish over time.

If these and other recommendations proposed by the Commission on Excellence in Teaching were adopted, it would greatly enhance the status of teaching and would attract serious professionals to the county. Indeed, to institute this kind of system would probably attract some of the best teachers in the country.

We are encouraged that teachers, principals and central office administrators are recommending changes in teacher recruitment, training and evaluation. This is a step in the right direction. We are also pleased with the recent proposal to give local schools more autonomy. These efforts deserve our support and encouragement.

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*We envision the future being one of strong central administration and strong local schools. We expect the role of the area offices to diminish over time.*



*Keep teachers' compensation competitive with the private sector and with other jurisdictions.*

The rationale for this recommendation is self-evident. Good salaries and benefits, coupled with the kind of professional treatment outlined above, should allow Montgomery County to attract some of the best teachers in the country. County school salaries today are quite competitive, especially when the generous medical and pension benefits are added in. We need to make sure they remain so.

*Work to simplify Maryland's Teacher Certification System.*

We believe that Montgomery County has an opportunity to allow demographics to work in its favor in recruiting teachers. Many highly trained professional men and women — scientists, mathematicians, writers, artists, and so on — experience and will experience child care problems every school holiday. They are the “baby boomers”, parents of the “baby boom echo” that is filling and will fill our schools.

Many of these parents would love to have the same work schedule as their children for five or 10 years and would be good teachers if they had some training. So would some of the highly trained professionals who, for one reason or another, retire far earlier than the end of their productive worklife.

Most teachers will agree that it is easier to teach a scientist to become a teacher (given some aptitude for teaching) than it is to turn an elementary school teacher into a scientist. In addition, it could be argued that the best person to introduce children to the wonders and fascination of a subject is a person who loved it enough to make it a career.

*We believe that Montgomery County has an opportunity to allow demographics to work in its favor in recruiting teachers. Many highly trained professional men and women — scientists, mathematicians, writers, artists, and so on — would be good teachers if they had some training.*

Right now few professionals even consider the possibility of teaching for a few years because the process of becoming accredited by the state is tedious. Further, school working conditions are unlike anything they are used to. The measures outlined above and in the report of the Commission on Excellence in Teaching would alleviate the latter, and changes in state credential procedures would alleviate the former. The county's school system has the expertise and ability to train professionals to be teachers, and should be permitted by the state to do so with a combination of classes and, more importantly, internships with master teachers. Just such a system is already being tested in New Jersey.

We might note that encouraging professionals to become teachers for a few years would fit in with one of the overall trends we foresee for the future, which is that people will rarely stick with one career their entire worklives but, instead, pursue two, three or even more careers.

Another group that would benefit from a more rational certification system would be those people who are working as teachers' aides. Some are highly gifted and just need extra schooling and training to be excellent teachers, but they are often precluded from that possibility because of the way the state certification system is set up.

*Make provisions for a longer school year.*

One of the things the Commission on the Future heard repeatedly during its public outreach was that parents are reluctant to give up their traditional summer vacations. But there are a number of indications that the schools are trying to do more than they can competently accomplish in 180 days. Other countries have much longer school years. Japan, for example, has 240 days in a school year, Korea 250 and Sweden 220.

None of those are magic numbers. But there is no question that all of these countries have been more successful than the United States in imparting certain kinds of information and knowledge — most notably some mathematical and scientific information. The longer school year probably is one of the factors. We expect a longer school year to become more accepted in the years ahead.

We want our children to enjoy outings to museums and concert halls. We also want them to be physically fit and to have recess every day in elementary schools. But we also want them to master a body of knowledge with some understanding of how history relates to our lives.

It seems to us that the schools will be hard pressed to accomplish all that we expect at a reasonable pace without adding a few more days in the school year. We do not, however, recommend any immediate changes.

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Summer school programs and before- and after-school programs are meeting the need many students have for extra schooling right now, and they should be expanded. They are particularly valuable as times when retirees or outside professionals can be brought into the school system as adjuncts. Montgomery County has a large number of people who love learning for its own sake and for the skills it brings them in their professions. It seems only right to harness that kind of enthusiasm for the benefit of school children.

*Ensure that school curricula keep current with the demands of modern technology.*

At one time nearly everyone was well educated in the kinds of technologies that were needed to make a living — farm work and craft work. During the last couple of centuries many people were able to survive with very little technical training. That period has ended. We are, in a sense, returning to the need for nearly everyone to be technically literate.

Math and science are the foundation for that literacy, and schools will need to adapt to the technological changes that have occurred in recent years to keep the curricula current. For example, it will be more important in the future for students to have good estimation and problem-solving skills as they interpret data from calculators and computers.

*Math and science are the foundation for the literacy of the future.*

Students should graduate from high school able to understand and use mathematical and scientific principles as well as having a grasp on history, literature and geography and their responsibilities as citizens. Further, we need teachers with enthusiasm and expertise to teach those subjects. We take for granted that art and music teachers have a strong background in their subjects, but we do not have the same expectations for elementary school math and science teachers.

Finally, the ability to write good, plain, clear English will be as important in the future as it ever has been — perhaps more important as we enter what is being called the Age of Information. The ability to write clearly, after all, implies the ability to synthesize information and impart it in a way that others will be able to understand it. That is a skill that will be crucial to future workers and citizens, and should be taught carefully.

Having a good school system is very important to businesses, both because they need an educated work force and because a good school system helps them attract high-quality employees from around the country.

There are several ways the schools should enlist the aid of the private sector. One is to ask businesses to give talented and knowledgeable

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employees the time to teach in schools as adjuncts to the school system. Such adjuncts, as we have noted, could bring students into personal contact with the excitement of scientific inquiry and the relevance of academic rigor.

Another example is to work with businesses and other organizations to increase the numbers of internships available to county students. Such internships permit students to see the value of education in the workplace, gain new skills, and often give them new interest in their studies. The county's schools already have such a program, with participants ranging from the National Institutes of Health to the Marriott Corporation, and it should be encouraged.

*Continue to encourage experimentation with new ideas and programs.*

Two things are clear from studies done of excellent schools that succeed with students who failed elsewhere: the enthusiasm and creativity that teachers and principals bring to educational experiments they conduct is infectious and can interest an otherwise "unschoolable" child; and different things work with different people. The child who fails in standard lecture classes sometimes excels in less structured environments, and the child who feels at a loss working by himself can flourish in more traditional classes. This is one reason why the search for "the" magic curriculum and "the" magic teaching style is fruitless. There are no magic ways to educate children.

What we need is to free the creative energy of highly educated and talented individuals who care about learning and scholarship and children. It is to those aims that we have directed most of our recommendations regarding the public school system.

### **Continuing and Higher Education**

We have, until now, concentrated our attention in this chapter on what is generally called the public school system — elementary and secondary schools.

But the picture would be incomplete without discussing continuing and higher education. After all, this is a county that highly values education, and our citizens for the most part do not end their education with secondary school. They go on to college and, often, graduate school.

As has been observed throughout this report, we live in a period of dramatic economic, technological and social change. The introduction of new technologies will require millions of Americans to be trained in new skills and retrained as the old skills become obsolete. And, as retirees live

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more active, longer lives, they are increasingly turning to continuing education as a means of enriching their lives. If we continue to follow national trends as we have in the past, within 10 years there will be as many adults in classrooms around the country as there will be children.

While Montgomery College and our public school system, through its adult education classes, have responded to these needs with an impressive array of innovative programs, we believe that even greater efforts are needed, which leads to our following recommendation.

*Coordinate all higher education in the county.*

All postsecondary schools in the county, including the state extension service, university satellites, major employers and the public school system, should establish a formal working relationship to coordinate their efforts, set some standards, and to collaborate on the development of new services, such as home computer learning networks, adult internship and apprenticeship programs, and onsite degree programs.

Just as the nation defined our public school system to meet the needs of the 20th century, America will have to redefine its adult education system to meet the needs of the 21st century. We as a community should commit ourselves to the creation of a comprehensive continuing education system as a model for the rest of the nation to follow. Certainly one component of such a model is the higher education we offer in the county.

Montgomery County has a fine two-year college, Montgomery College, with three campuses, in Rockville, Takoma Park, and Germantown.

*Just as the nation defined  
our public school system to  
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system to meet the needs of  
the 21st century.*

Montgomery County is in the process of developing a major upper-division research and educational facility at the Life Sciences Center, which will have advanced degree programs organized by Johns Hopkins University and the University of Maryland. Between the Life Sciences Center and Montgomery College, Montgomery County will have met a lot of postsecondary educational needs by the year 2000.

Montgomery College offers a traditional community college education that provides the first two years of four-year liberal arts, science and technical degrees. It also offers degrees in dozens of fields from computers to nursing to prepare its students for the increasing number of entry-level but highly skilled jobs. Finally the college offers continuing education courses for almost 20,000 adults seeking job advancement, personal or professional development.

In addition, the college offers county businesses the facilities and services for specialized training courses. For example, if a business wants its employees to be trained on a new piece of equipment, a new procedure or even basic mathematic or management skills, it can ask the college to set up a specialized course for that purpose. The college, which charges for such services, is thus able to recover some of its administrative costs while performing an important educational role that should be promoted as part of the county's economic development efforts.

The Life Sciences Center will be addressing other needs: performing research integral to the county's burgeoning high-tech industries, and providing graduate-level training in highly specialized scientific fields.

As important as those two institutions are and will be to the county, some argue that the citizens of Montgomery County deserve to have a top-notch, full-service university within county borders. They point to the undeniable facts that the county's population will grow by the year 2000 and that we should begin planning for such a university now.

Certainly we would all like to see such an institution in Montgomery County, and if a benefactor were to heavily endow one no one would complain. But to us the economics of the situation just do not justify public monies being expended for such a purpose.

First of all, Montgomery College does not receive as much money from the state government as it should — the cost of the college has fallen increasingly to the county government and students. A public four-year college could expect almost no state support, which means that the taxpayers of Montgomery County would have to pay the full burden of costs. And let there be no mistake about state funding: if the state were to finance the cost of a four-year college, a large chunk of the money would be coming almost entirely from Montgomery County (Montgomery County provides about 20 percent of the state's revenues).

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In addition, within about 30 miles of almost everyone in the county there are six major universities, including the University of Maryland, George Washington University, Georgetown University, Howard University, Catholic University and American University. George Mason University, which is developing a national reputation, and Johns Hopkins University are not much farther away. Montgomery County residents certainly have sufficient opportunity to attend a university nearby.

It can be argued that there is no strictly liberal arts college in the area. But again, without the beneficence of a wealthy donor, we cannot justify the cost of creating such an institution with government funds in the county. In addition, the next few decades will probably see the consolidation and closing of colleges and universities, not their expansion, as the number of college-age students declines.

We also want to emphasize that Montgomery College has a clearly defined mission as defined above. To provide those educational services is more important than creating a local liberal arts college.

Having said all that, we believe that it is important that Montgomery County have a full range of higher educational opportunities available to meet the evolving needs of the population.

In particular, Montgomery College needs to expand and improve. Its mission is clearly defined but it needs to communicate it more clearly. Part of what it needs is more money and resources, and that leads us to our next recommendation.

*We believe that it is important that Montgomery County have a full range of higher educational opportunities available to meet the evolving needs of the population.*

*Work to ensure strong state support of community colleges, including sufficient funding for Montgomery College.*

As we have said, Montgomery College has an important mission, important both to our citizens and our businesses. It is, after all, quite a resource for businesses to be able to call on a community college to help train and educate their workers. In fact, Montgomery College alone is in a position to respond to the county's need for trained workers in service, retail, trade and health industries. The state government is beginning to recognize this fact and should ensure that Montgomery College receive enough funds to carry out its mission.

*Bring together educators, business, community and government leaders regularly to discuss the adequacy of higher education and whether it is meeting the needs of the community.*

We see Montgomery College and the other higher education institutions as serving definite constituencies, and every year or two those constituencies should be brought together to assess how well they are being served. Currently, more than 300 business and community volunteers

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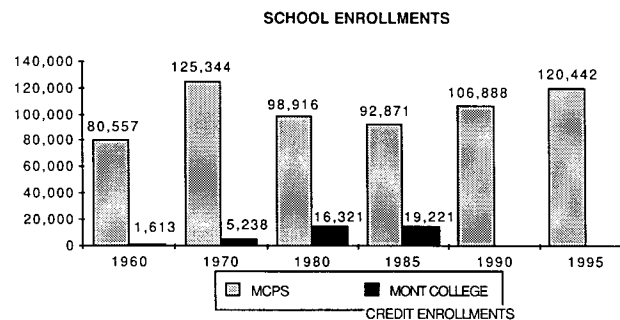
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serve on advisory committees to career programs at Montgomery College to ensure that the programs are in step with business needs. This process should continue and representatives of the committees should be invited to participate in the county-wide meetings.

The meetings should also include representatives from other higher education programs in the county such as the Department of Agriculture graduate school courses and the Foundation for the Advancement of Education in the Sciences at the National Institutes of Health.

*Improve the public perception of technical education and technical positions as challenging and respectable career choices.*

One of the fallacies that young people are particularly prone to is that only professional careers are attractive and rewarding. The challenges and rewards of technical careers and education need to be more clearly presented to them. The Montgomery County government, Montgomery College, Montgomery County Public Schools, county employers and other educators should all be enlisted in this.



**CHAPTER**

*Environment  
and Health*

**SEVEN**

## *Summary of Recommendations*

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***Explore every possible way of reducing the amount of garbage that must be disposed of, through recycling and reduction of waste material.***

***Require gasoline stations to install gas vapor recovery devices at the pump.***

***Adopt more stringent emission standards for all vehicles.***

***Consider radon inspections at the time of sale of a home.***

***Expand the role of county government as a protector of the health of its citizens.***

***Explore options to create an insurance group for citizens otherwise unable to obtain group health insurance at group rates.***

***Expand and improve the public health clinics.***

***Make a transitional health care system a priority in health care planning.***

***Expand the health resources in the Montgomery County Public Schools and intensify health education.***

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Even though medical advances now permit life beyond the dreams of a hundred years ago, concern for health is far from diminishing. On the contrary, it is increasing. For one thing, we are more aware of the environmental hazards that surround us, posing risks to our health.

For another, the costs of health care continue to rise dramatically. By the year 2000, national estimates project, health care will absorb 15 percent of our gross national product. That places an enormous strain on the resources of many of our citizens. And finally, with a growing and more mixed population, coupled with increasing costs, the availability of health services and the ease with which patients can reach these services becomes limited. We examine these issues in this chapter.

## **Environment**

In future years we might view the 1980s as the decade when everyone became an environmentalist, for in these years the issues of the physical environment have begun emerging as important to everyone.

No longer is concern for the environment equated with rescuing the snail darter, or as unconcern for the economic well-being of people. Today's environmentalism grows out of the threat many people perceive to their air, their drinking water, and their health. Today's environmentalism grows out of an increasing fear of carcinogenic and mutagenic chemicals and a fear of the unknown effects of the products we use. Today's environmentalism grows out of a sense that we have lost control over the technology we use.

Many of these issues must be addressed on a national level. Only the federal government has the resources to test products, for example, and the authority to ban or restrict their use. Such questions as nuclear waste, interstate transportation of toxic materials, and basic research into groundwater contamination are also primarily national issues.

But the county and state governments also have an important role, one that has grown as the federal government has stopped paying for such environmental projects as sewage treatment centers and has pushed other, formerly federal, responsibilities back onto the state.

The protection of our water, for example, is a state responsibility, one we are happy to note has been taken seriously by the State of Maryland.

In terms of groundwater, which consists of the great underground lakes, rivers and streams that flow beneath the land, state officials have taken the approach that contamination must be prevented. Cleaning contaminated ground water supplies is enormously expensive and not com-

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pletely effective, raising one of the growing questions in the field of environmental protection: when do the costs of protection exceed the benefits?

As the state government becomes more vigilant in these matters it will need to focus even more attention on the use of pesticides, herbicides and fertilizers not only by farmers and large landowners, but by ordinary suburban homeowners. It will also have to focus on animal feed lot operations, salt use on highways in winter, and leaking underground oil storage tanks. All of those affect both the Chesapeake Bay, a precious environmental resource, and the groundwater beneath our feet.

Only about 5 percent of the county's population — mostly in the upper and western county — tap into the groundwater, through about 11,000 wells. But if their water were to become contaminated it would probably be uneconomic, particularly to an agricultural community, to run water lines to them. They would probably have to rely on filters and well water treatment.

The rest of the county's population relies primarily on the Potomac and Patuxent Rivers for its drinking water. The Washington Suburban Sanitary Commission and the county government have done a good job providing for our water and waste water treatment needs well into the future. They have also planned carefully for regional sharing of water supplies during times of drought.

*One major concern is that the growth of Frederick County and Howard County upriver from Montgomery County could result in a deteriorating water supply.*

One major concern we see for the next two decades is that the growth of Frederick County, which is upriver from Montgomery County along the Potomac, and Howard County, which is upriver along the Patuxent, could result in a deteriorating water supply.

For that reason, Montgomery County, as part of the Washington Metropolitan Council of Governments, is urging that the state of Maryland begin making baseline water quality studies in those two counties. (Those steps have already been taken in the jurisdictions that belong to the Washington Metropolitan Council of Governments.)

One of the things the state government has been doing to protect the groundwater is closing dangerous landfills. Montgomery County's landfill was placed and built so it would not be an immediate threat to the groundwater, but county officials have decided that in the future most of our solid waste will be disposed of by burning it, rather than burying it. Even so, the solid ash produced by burning the garbage will have to be buried in landfills. The County has recently set a goal for recycling 30 percent of its trash. From what we heard from citizens at our public forums this goal may be too low. Overwhelmingly, citizens expressed their desire to recycle trash to protect the environment and reduce waste.

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In keeping with comments of citizens at our forum outreach, we urge that in order to protect the groundwater — as well as other environmental qualities — the county should:

*Explore every possible way of reducing the amount of garbage that must be disposed of, through recycling and reduction of waste material.*

*Citizens at our public forums overwhelmingly expressed their desire to recycle trash to protect the environment and reduce waste.*

We should also keep a careful eye on new technologies being developed to dispose of trash. For example, some waste may be disposed of in the future by high speed hammermill machines which reduce garbage to one-tenth its original volume in 15 seconds. And safe chemical treatment may also be a developing possibility.

Although the federal government has some responsibility for the quality of our air, the state and county governments have more immediate responsibility. Montgomery County, along with the rest of the Washington area, is classified as having failed to meet the 1987 deadline for attaining the Federal Clean Air Act quality standards.

The principal problem with our air in this region is the presence of ozone, formed by hydrocarbons and nitrogen oxide in the presence of sunlight. Vapors from solvent-based chemicals such as printing inks, automobile paint, and — most important in this area — automobile fuels and automotive emissions are the chief contributors.

At the heart of the issue of air pollution lies a fundamental conflict between the desire for clean air and the desire for personal convenience and low-cost transportation. The real way for us to clean our air is to leave our cars at home and use public transportation.

This is part of the reason for our recommendations, elsewhere in this report, to increase the use of public transportation by a variety of methods, including more compact land-use patterns and convenient, cost-competitive transportation alternatives to single-occupant driving. This raises the concomitant point that many public buses are themselves sources of pollution. The county government should do two things: make sure public buses are properly maintained, and buy less-polluting buses as they are developed and manufactured. We do not recommend relying solely on these measures, however. We do recommend that the state:

*Require gasoline stations to install gas vapor recovery devices at the pump.*

If the state does not move quickly on this issue, Montgomery County should explore the possibility of adopting the regulation on its own.

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We also recommend that the state:

*Adopt more stringent emission standards for all vehicles.*

Right now, any vehicle using diesel fuel is exempt from meeting emission standards. That is a loophole in the law that ought to be closed. Also, the auto emissions standards now being used are probably too lenient. Again, if the state does not act quickly, county officials should explore the possibility of at least requiring more stringent standards here in Montgomery County.

*Consider radon inspections at the time of sale of a home.*

Indoor air quality is emerging as an environmental pollution problem, partly because of the new materials used in construction and furniture, and partly because houses are built tighter and less porous than the past. As a result, the air we breathe inside our houses is often considerably worse than the air near factories. A newly recognized threat comes from radon, the gas emitted by uranium as it deteriorates. It is now clear that uranium deposits under much of the county, especially in the newly developing upcounty areas, pose a real danger to our residents.

Greater attention needs to be paid to the issue of indoor air quality. For one thing, we need more information and we need to better disseminate to our residents the information we have.

We also may need to improve our commercial and residential building codes. For example, it may be that the requirements for ventilation systems in commercial buildings, and even some residential buildings (particularly apartment buildings), are not sufficient to ensure that all occupants are able to breathe fresh air.

*Expand the role of county government as a protector of the health of its citizens.*

County residents should be able to rely upon the county government as protector and as a source of information about local environmental threats. We should be able to feel confident that some entity in the county government has as its major concern the protection of our health and environment. Such an entity must have or acquire a sophisticated understanding of the high-technology and biogenetic research industries that Montgomery County is hoping to make the keystone of its economy. It must have as complete as possible a knowledge of potential environmental hazards, particularly in the new industries. It should also prepare plans for responding to potential disasters.

The industries that Montgomery County has attracted and hopes to attract are on the cutting edge of research and technology. They are

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splicing genes and creating new life forms. We need someone making sure that safeguards over storage, handling and disposal of materials and training of personnel are adequate. Further, we need to ensure that workers in new and old industries are protected from environmental hazards.

We are mindful of the problems associated with any suggestion to expand the county government. One of the immediate questions that arise is whether the new responsibility belongs to the legislative or executive branch. Right now, the County Council sits as the Board of Health, but the executive branch's Health Department director is the state's designated health officer. The Department of Environmental Protection has responsibilities in this field as well. So simply saying that the county government should expand its activities raises immediately all kinds of jurisdictional questions.

Another question involves what form the change should take. One idea would be to have a single science advisor who would be responsible for monitoring all the latest research and have authority to ensure that all the information needed by county residents was available. Another possibility would be to have an independent advisory board that could serve as a technically competent, independent voice. Another is simply to expand the resources we already have.

*A single science advisor would be responsible for monitoring all the latest research and have authority to ensure that county residents have all the information available.*

The solution will be a matter for the elected officials of both the legislative and executive branches to resolve.

It is clear, however, that health and environmental issues are too complex and require too much technical expertise to expect County Councilmembers to feel fully comfortable in their role as the Board of Health. And neither the health officer nor the Department of Environmental Protection has the authority or capability to cover all the important health and environmental questions that face us.

## **Health**

Most of our residents have health insurance policies and are well served by the health system now in place. But there are several gaping holes in our medical system that will only grow bigger in the future when more of our residents will be older and poorer.

One of the gaps has to do with people who cannot afford medical care. Another has to do with the lack of what is called in the medical profession "transitional care." We will address each issue in turn.

Medicaid more or less means that those living below the federal poverty level have health insurance of a sort.

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But those living just above the poverty level — indeed, working people with a fairly wide range of living standards — are often unable to afford health insurance. Currently, 9 percent of our residents are without medical insurance, and another 7 percent are inadequately insured. These numbers are likely to grow with the trends toward lower-paid jobs which carry with them fewer benefits, less-generous government pension plans, and government policies to use contract workers without benefits.

In addition, the cost of buying health insurance for an individual or family (rather than a group of people) means that more self-employed people, ranging from taxi-drivers to small business owners will rely on luck to keep them from financial ruin. Right now the cost of buying a standard major medical insurance policy costs thousands of dollars a year.

Those costs will, no doubt, go up over the next decades. And each time they go up they will force an additional percentage of the population to go without insurance. We believe this poses a major problem. A significant portion of the county's population should not endure being one medical problem away from financial ruin. Not only is it extremely stressful for the individuals involved, it poses a financial risk to the community as a whole; once their personal resources are drained, the medically uninsured become public burdens.

*Health costs will, no doubt, go up over the next decades and will force an additional percentage of the population to go without insurance.*

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This problem is, in truth, a national issue and should be addressed on a federal level. But in the absence of that, we recommend that the state or county government:

*Explore options to create an insurance group for citizens otherwise unable to obtain group health insurance at group rates.*

This is not a new or complete solution to the problem of health care costs. But it does address a part of the problem. Many uninsured and underinsured people could afford to pay for medical insurance but not a plan at the rates charged individuals. If they were part of a group — and 9 percent of the population is a very large group — they could afford the rates, at least for basic medical coverage. It seems a perfectly proper province of the government to organize and arrange for such a group.

Please note that we have not proposed that the state or county governments pay for the insurance — that would represent an enormous expenditure of tax monies that we do not believe is necessary. We are talking of the state or county acting as organizer only. It may be that those who are just above the poverty line and who cannot even afford the medical insurance we are talking about should be given grants to permit them to buy the insurance. But before that is done, careful study of the costs must be undertaken.

We stated that establishing a group for basic medical insurance does not solve all the problems. One such unsolved problem is that the near-poor or working poor will still need basic health care. We are speaking of the care that is not usually covered by basic medical insurance — prenatal care, well-baby care, geriatric care, immunizations, psychological care, and so forth.

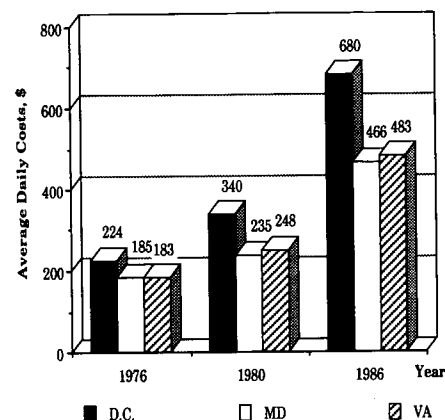
Some of that care is already being provided in the county's health department clinics. However, as the population grows larger, older, poorer and farther away from established medical facilities, the county government must:

*Expand and improve the public health clinics.*

Not only do the clinics need to be better funded and equipped, they should also expand the kinds of services they provide, beyond the current limited pediatric and obstetric services to include all health services, including social service and psychiatric support.

One of the most important factors in siting such clinics should be the easy availability of public transportation. People who are sick and financially distressed should be able to travel to public clinics easily.

Average Daily Hospital Cost  
Washington Metro Area 1976-1986



Source: Blue Cross & Blue Shield of the National Capital Area.

We recognize that costs involved in expanding the public health care system dramatically are high. But the fact is that the health needs of many of our citizens are not being met today, and those needs could be more acute by the year 2000 and beyond. We need to begin planning now.

One possibility is that the government should encourage all county doctors and other health professionals to donate some part of their time to what is called, in the legal profession, pro bono work. Another idea is that the county government provide a few medical school scholarships to students in exchange for several years of service in the health service. There is room for nonmedical volunteers as well — driving infirm people to clinics, acting as couriers for prescriptions, and so on. Volunteerism would not significantly reduce the costs, but it would help.

We should remind ourselves that the measure of a compassionate and worthy society is the degree to which those who can care for themselves are willing to sacrifice to aid those who cannot.

In this chapter's first recommendation we said we foresee a need for a stepped-up role for the government in the matters of health and environment. Whatever governmental body has the responsibility of this role should, in addition to monitoring the environmental health of everyone, be in charge of watching over the medical health improvements we have spoken about.



Next, we want to draw attention to a missing link in the health care delivery system, not just in Montgomery County, but throughout the country. This is best described by the example of those who at first need hospitalization but later no longer require the equipment and staff that make hospitals expensive. They still need skilled care, however, and

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doctors may be forced to keep these patients in hospitals longer than necessary because there is no other place to care for them. Insurance companies are becoming more strict about payment for nonessential hospital stays, though, and some patients are sent directly to their homes before they are ready. In a sense, the insurance companies are right — those patients do not need hospitalization. But they need more than most homes and families are able to offer.

Another example of a need for such transitional care is the drug and alcohol dependency problem. Medical supervision is often proper during early rehabilitation, but not hospitalization. However, except for extremely expensive private facilities, county residents have no other choice available.

The lack of a care system to bridge the institution to the family and community is a serious emerging problem in our society where a growing proportion of school children admit to regular drug or alcohol use, where 75 to 85 percent of those in jail are substance abusers, and where drugs and alcohol figure prominently each year in domestic and public violence and vehicular accidents.

Having noted this lack in our health care system, we recommend that the county government:

*Make a transitional health care system a priority in health care planning.*

Postoperative care and addiction services are not the only kinds of services that could be provided by a transitional care facility. Such facilities could make available all kinds of care not possible in the ordinary out-patient doctor's office but provide less than the full services of a hospital.

*Transitional facilities could make available all kinds of care not possible in the ordinary out-patient doctor's office but provide less than the full services of a hospital.*

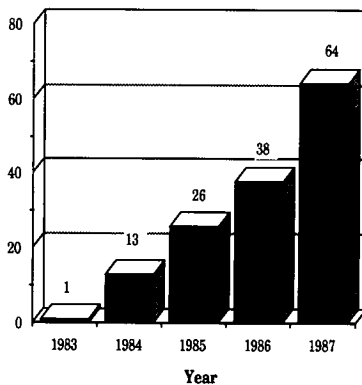
Prehospitalization evaluation, physical therapy, occupational therapy, respiratory and speech therapy, dental care, social and psychiatric services, and nursing care could all be offered, as well as services for the emotionally, mentally and physically disabled. Home health care might easily be part of this system.

Another problem is the shortage of skilled nurses.

We have made our recommendations on how to attract and retain highly educated and competent teachers, recommendations which are relatively easy to make because the solution lies entirely in the public sector. The problem of the nursing shortage, however, is one that must be solved by the private sector, over which the county government and the county taxpayers have little influence.

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**New AIDS Cases  
by Calendar Year: 1983-1987  
Montgomery County**



\*\*Non-cumulative, or number of new cases

Source: Md. State Dept. of Mental Health and Mental Hygiene.

We believe the nature of the solutions is similar, however — grant nurses more authority, responsibility, respect and money, and talented men and women will want to take the jobs that are now poorly paid and little respected. Nurses also need additional benefits — continuing education and child care, for example.

To ensure an adequate supply of nurses, the county government might want to offer scholarships to nursing students in exchange for a few years of work. In addition, the secondary schools should explore ways to encourage nursing careers.

A major source of nurses is, increasingly, immigrants from other countries. Likewise, greater numbers of patients do not speak English. A service that could match patients and nurses who speak the same language would be helpful, as would thorough screening and orientation of foreign nurses to American habit, procedure and language.

We cannot leave the discussion of the health field without at least mentioning AIDS. Whether AIDS will be an enormous, horrible, overwhelming problem in the year 2000 or a costly and wrenching but manageable one is unknown. We cannot even factor it into our forecasts because the discrepancy between the two possibilities is so great.

The state and county governments have begun to plan for management of the disease, but the plans mostly concern education, testing and prevention efforts and a call for business cooperation.

These are important, and we support strong promotional efforts to encourage voluntary testing, protective sex practices, and avoidance of high risk behavior.

A most pressing need for the future is residential care for AIDS patients, including both home and hospice care, enlisting home nursing resources whenever possible. A broad range of alternatives should be considered. Included might be short- and long-range settings for both independent living in small groups as well as long-term care for larger populations, nearby to hospitals if possible.

County leaders also will need to disseminate information about the disease as it develops, and must ensure that we have a sensible, compassionate, humanitarian and nondiscriminatory policy regarding AIDS victims.

AIDS is not the only health issue about which there needs to be more public information disseminated. Nutrition, drug use, exercise and fitness, all are subjects which should be discussed.



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*Expand the health resources in the Montgomery County Public Schools and intensify health education.*

We heard from citizens during our forums that good health resources and health education were concerns of parents and health professionals. The temptations and dangers which especially involve the young are well known, and early school years are the time and the schoolroom the place to present many of these health issues while there is still opportunity to influence behavior. Substance abuse, mental health issues and AIDS are major critical issues that we can no longer ignore. But strong leadership and a cooperative spirit will be needed to strengthen health education in our schools.



Finally, the success of our modern science has increased longevity and improved survival of many of our county citizens and has made us more mindful of the growing numbers of medically disadvantaged persons — the aged, the emotionally and physically disabled, the retarded and the physically handicapped.

The coming years promise to be a complex living environment — intensely competitive, hectic, changing. And the mental health of more persons will surely be at risk. The mental health system must close serious gaps in many areas, especially in the accountability and responsibility for day-to-day patient care, and in regard to crisis events and short and intermediate term facilities for treatment. Family and community oriented services will need expansion. And the standards and goals of new approaches to diagnosis and treatment will need to be better defined.

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*Drug and alcohol abuse  
present very serious  
problems, that cross class  
and generational lines.*

In the area of physical and developmental disabilities, we must also plan for accommodating increasing numbers of patients. Critical issues are important in the transportation and in the quality and numbers of residential staffing, the recognition of "hidden" and "mixed" disabilities (for example, the elderly who are retarded), and the adopting of creative plans for occupational therapies as well as employment and community adjustments.

Drug and alcohol abuse present very serious problems, that cross class and generational lines. While we are not proposing the county offer free services, we are proposing the county increase its efforts to address these major health and social problems.

Our future challenge in this entire area will be to provide treatment, support, and care for these citizens who have no choice but to depend upon others to survive.

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**CHAPTER**

*Quality of Life*

**EIGHT**

## *Summary of Recommendations*

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***Reaffirm its commitment to the park system, ensure open spaces in urban areas and continue to protect and acquire stream valleys to form connecting greenways.***

***Enact a countywide tree protection ordinance.***

***Maintain close-to-home recreation opportunities by requiring park or open space as a part of any new or redeveloped residential area over a certain size.***

***Develop a coordinated public policy for recreation and cultural facilities and programs.***

***Consolidate management of all Montgomery County public recreation programs and resources, regardless of ownership by the year 2000.***

***Pay special attention to the leisure and recreational needs of all populations.***

***Acquire land now that could be used in the future for a major cultural center for the visual and performing arts.***

***Establish a museum of our historical and cultural heritage which would illuminate our history and point to our future.***

***Support an expanded library system so that it may continue to serve as a major cultural, education and information service.***

***Expand all public safety services to keep current with the increased population, changing demographics, and growing social problems.***

***Keep pace with technological changes in fire and rescue procedures and develop contingency plans in the event of an emergency at a high technology or biotechnology site.***

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Residents of Montgomery County often hear references to the county's "quality of life." It is an amorphous phrase that is difficult to pin down exactly. If one were to try to define it, one would have to mention the beauty of many of our neighborhoods, the wide variety of trees and wildlife, the extensive park system, the excellent library system, the opportunities to take classes offered by the school system and the county government in almost any subject, and the opportunity to spend leisure time in an enjoyable and aesthetically pleasing way.

Compared to some of the issues discussed in this report (land use planning, traffic, transit, housing, child abuse), the question of how people spend their leisure time may seem almost trivial. Yet, we believe that what we do with our free time is vitally important to the maintenance and development of Montgomery County as a place where we and our families will want to live in the future.

### **Parks and Open Spaces**

Montgomery County has always recognized that recreation was important to its citizens, and has invested a good deal of money and thought in our parks, with the result that every part of the county has parks. They range from the large, mostly undeveloped Little Bennett Regional Park to urban parks where office workers can eat a brown bag lunch. Some of the most beautiful in the county are the narrow parks that follow stream valleys, a legacy of the planning done generations ago.

As the county becomes more fully developed, and the park system will become even more important. For this reason, we recommend that the county:

*Reaffirm its commitment to the park system, ensure open spaces in urban areas and continue to protect and acquire stream valleys to form connecting greenways.*

One of the things we heard from citizens during our public forums was that they believe parks and open space are important, and that they support continued land acquisition for the parks.

Parts of the downcounty area, where sometimes it seems that every vacant lot is being built upon, need parks the most. The county should be actively seeking to acquire downcounty parks even if they are small. Sometimes small parks in densely populated areas are the best used because they are easily accessible to a large number of people. It is easy to say that urban land is too valuable to devote to parks, but they are essential for maintaining the quality of life by providing breathing room.

*The county should be actively seeking to acquire downcounty parks...because they are easily accessible to a large number of people.*

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Downtown Washington, D.C. is enormously improved (and the commercial space nearby made more valuable) by the presence of Farragut Square, Lafayette Park and MacPherson Square, as is Bethesda by Elm Street and Carolyn Freeland Parks. Other downtown areas should be similarly improved.

In addition, the county government should actively negotiate with developers to provide open space and recreation facilities in new residential and commercial developments.

The county government should commit itself to providing some kind of park or green space within a 15 minute walk or bike ride from every home. In addition, the county should protect the beauty of public and private lands. It should:

*Enact a countywide tree protection ordinance.*

Mature trees provide a habitat for birds and wildlife, moderate temperature extremes and provide beauty. Some developers have discovered that their houses are more desirable when surrounded with the mature trees that grew on the land before construction and have developed ways to preserve those trees. Unfortunately, not all have seen the wisdom in this. And developers are often required, unnecessarily, to clear trees by county road ordinances. The preservation of trees is important, and we should work to that end.

## Recreation

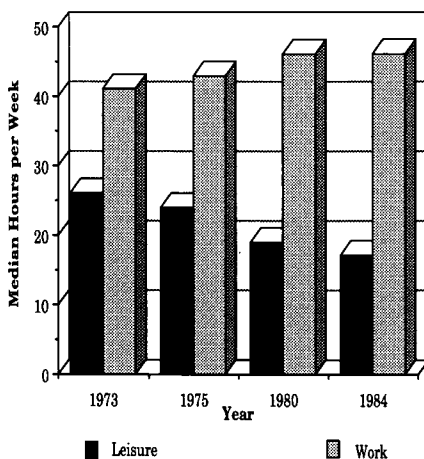
It would be impossible to enumerate all the recreation possibilities that exist in the county.

For some, recreation consists of walking around the neighborhood. For some it is taking a class in pottery given by the county's Recreation Department. For others it is playing soccer or baseball on a county government-maintained field. For still others, it is hunting and fishing on private land.

The range and variety of recreation possibilities are part of what makes Montgomery County's "quality of life," and they need to be maintained and expanded. An expansion we recommended in the chapter on neighborhoods is that magnet centers be scattered around the county to provide a focus for neighborhood recreation and cultural activity.

Strange as it may seem in our labor-saving society, people appear increasingly to have less time for recreation. We try to do too many things — and because of the pressures of the way we live, we have too many things to do. And so we make the best of what leisure time we have by

National Leisure/Work Hours



Source: Louis Harris & Associates, 1984

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taking short and more frequent vacations and seeking recreation close to home. The county should:

*Maintain close-to-home recreation opportunities by requiring park or open space as a part of any new or redeveloped residential area over a certain size.*

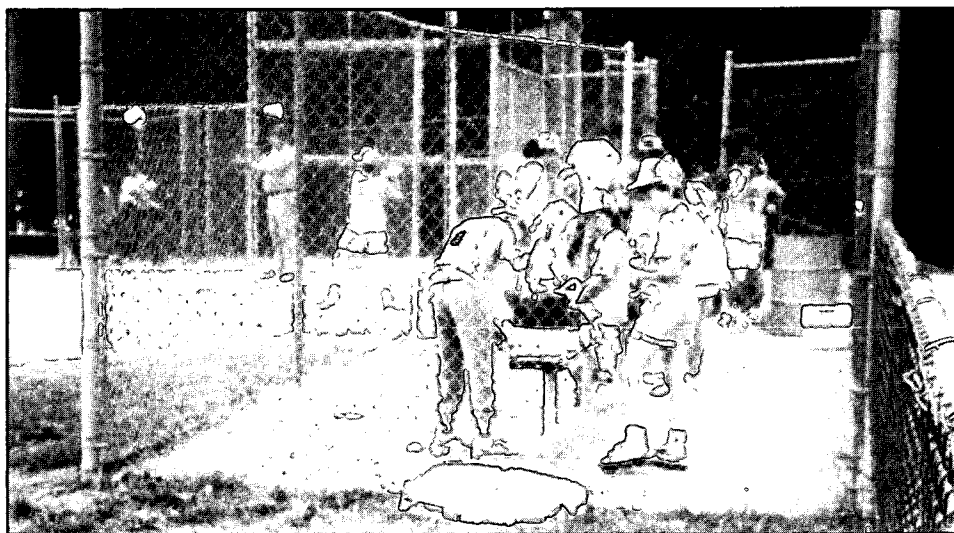
As fiscal demands on government increase, however, we must be sure to use available resources carefully, and so we make the following recommendation:

*Develop a coordinated public policy for recreation and cultural facilities and programs.*

The goal of such a policy should ensure that every public dollar is spent wisely, without duplication. This could lead us in the future to:

*Consolidate management of all Montgomery County public recreation programs and resources, regardless of ownership by the year 2000.*

The current role of the Maryland-National Capital Park and Planning Commission in parkland acquisition and planning should not be disturbed. However, as acquisition nears completion it could be more efficient to provide a single manager of parklands, playgrounds, school fields and gyms if not under local community management, and of recreation programming.



The private sector also has a role to play in providing recreation. Elsewhere we discuss the need for landowners in the agricultural

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preserve to generate income from open land. One way is to permit and even encourage them to open their land to recreational use — hunting, fishing, horseback riding, vacation farms, and so on.

One encouragement of such activity would be for the county government to establish an information center that would give residents and tourists information about the recreation possibilities, both private and public, available in the county. And the county should:

*Pay special attention to the leisure and recreational needs of all populations.*

This means making sure that in areas where there are older people, parks have plenty of benches and level paths. All parks should be accessible to people who use wheelchairs or are otherwise handicapped.

### **Cultural Activities**

As our population grows and our suburban areas expand northward, the cultural activities of downtown Washington, D.C. become far away for many of our citizens. Museums and theaters which are easily accessible for those who live in Silver Spring and Bethesda become a major expedition for those who live in Germantown.

Montgomery County should begin now to become a cultural center for the northern and western part of the metropolitan region. By the 21st century conditions will be ripe for establishing a major new visual and performing arts center here. Montgomery County, after all, has a larger population than many cities with a much richer cultural life than ours. Boston has only 520,000 people, compared to our 669,000.

We do not propose that the county government be the sole support of such a center. It should be privately endowed. But we do believe planning for it should begin, and that is the basis for our next recommendation:

*Acquire land now that could be used in the future for a major cultural center for the visual and performing arts.*

Various sites for such a center were suggested by citizens during the commission's public forums, including Strathmore Hall and the Germantown campus of Montgomery College.

If it is decided to buy new land, there is still plenty of open land to buy or otherwise acquire at a reasonable cost. If we were to wait another 20 or 30 years, when the need would be upon us, the cost could be exorbitant.

By recommending such a major center we are not ignoring a more current need for small galleries and performing spaces throughout the county.

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We have recommended elsewhere that such spaces should be part of the neighborhood magnet centers provide recreation and cultural opportunities in sites scattered throughout the county.

Montgomery County has a need for another institution that comes under the heading of culture, and that is a repository for our history. The history of the county is now scattered in memories, in attics and in small private collections. By the year 2020 county citizens should be able to look to a specific location to learn about our history and our cultural heritage. The county, in cooperation with the private sector, needs to:

*Establish a museum of our historical and cultural heritage which would illuminate our history and point to our future.*

Such a museum should have symposium space for lectures and cultural demonstrations, and should be a place for becoming more aware of the rich multi-ethnic society of which we are a part.

*A county museum would be a place to become more aware of the rich multi-ethnic society of which we are a part.*

### **Cable Television**

It is unnecessary for us to discuss the advent of cable television at great length. But we should say we expect the public access and government stations to be a powerful force in community affairs. By offering the public different points of view on controversial issues, increased coverage of the workings of local government, and showing the effects of government programs in different parts of the county, cable television can lead to greater understanding of local issues and their ramifications.

This service is especially important for those groups who for one reason or another are unable to participate personally in public hearings and other public meetings.

### **Libraries**

Montgomery County's libraries are among the greatest resources this county has, serving as community centers, cultural centers, sources of educational materials, and sources of all types of information. Our recommendation in this area is a broad one:

*Support an expanded library system so that it may continue to serve as a major cultural, education and information service.*

We need more branches and longer hours of operation. We need bigger collections and an enhanced interlibrary loan service. We need to incorporate the latest information technology into the library system so that the libraries maintain their status as a center for gathering and

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*The resources of the libraries  
will become ever more  
important as we change over  
to an information society.*

dispensing to the public all kinds of information. They should maintain information related to the workplace, school, retraining for a new job, recreation and leisure, culture, technical and nontechnical matters covering a broad spectrum.

The resources of the libraries will become ever more important as we change over to an information society.

To be most effective, the libraries should have computers capable of handling the data from a wide variety of information resources, both government and private. They should cooperate in this with the other major libraries, such as the National Library of Medicine, the Library of Congress, the National Institutes of Health, and area universities.

In addition, the county needs to encourage the use of library space for activities sponsored by the library and other public and private groups — lectures, concerts, children's programs, plays, storytelling, and dance recitals. When possible, the libraries should be magnet centers as described in the chapter on neighborhoods.

The libraries are in an excellent position to foster programs tailored to the needs of specific neighborhood groups, such as the elderly or specific ethnic populations.

The system might also consider installing book kiosks in Metrorail stations. That idea isn't so far-fetched as it sounds — it has been done successfully in other areas.

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## Public Safety and Public Justice

Obviously, as the population grows so does the need for public safety services. Police, sheriff, fire protection, emergency medical services, corrections and the court system will all have to expand in the future. Planning for and effecting that expansion is the major challenge facing the county. Thus, our major recommendation in this area is that the county:

*Expand all public safety services to keep current with the increased population, changing demographics, and growing social problems.*

Many residents in the northern and eastern parts of the county, where major growth is occurring, say police and fire and rescue services are already inadequate. Greater urbanization, higher densities, and crowded roadways provide greater opportunities for crime, traffic accidents and other incidents requiring public safety services.

Our aging population, primarily downcounty, may be more vulnerable to incidents of crime. And more adolescents have little adult supervision, another source of concern.

Efforts to reduce crime should include a whole range of ideas, including better lighting in urban areas, carefully designed housing and neighborhoods, expanded and improved drug and alcohol treatment, adaptation of the latest police technology, and expansion of the successful Neighborhood Watch program.



During our forum outreach efforts, we found that citizens are willing to accept some responsibility for what goes on in their neighborhoods. The Commission and the citizens fully support the Neighborhood Watch program that has been shown to be a deterrent to crime in the neighborhoods. The county should encourage close relationships between the police and the neighborhoods and businesses they protect.

One problem we foresee in the future is police recruitment. Although there are still plenty of applicants for vacancies, one quarter of the police force is eligible for retirement in the next 10 years, and the problem of recruitment is likely to become more acute.

We believe one of the keys to successful police recruitment is the maintenance and development of moderately-priced housing, addressed elsewhere in this report.

We are encouraged to see that some of the problems we identified in the field of fire and rescue services are already on the way to being solved. For example, the county government is now in the process of restructuring the fire and rescue services while retaining its volunteers to better coordinate these services.

In addition, the county government is requiring that the Fire and Rescue Commission prepare a Master Fire Defense Plan. The plan should address the county's increase in biotechnology industries. Although fire and rescue personnel are trained in handling hazardous substances, our high technology and genetic research industries, particularly on the I-270 corridor, lead us into the unknown.

Thus, we recommend that the county:

*Keep pace with technological changes in fire and rescue procedures and develop contingency plans in the event of an emergency at a high technology or biotechnology site.*

Some other possibilities that should be explored include requiring sprinkler systems in all single-family homes, as well as commercial buildings and new townhouses, as is now required. Automatic alarm systems connecting homes directly to police and fire stations are another possible innovation.

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We have identified a few other trends of the future that deserve mention:

- The increased use of computers as record-keepers and information-gatherers means that questions of who may see these records and the ability to correct erroneous information become more important. Ten states and Santa Clara County, California, have "Fair
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Information Practice Acts” to define who may have access to records and how they may be corrected. We believe that Montgomery County and Maryland would benefit from such laws.

- The use of computers to steal money and valuable information is a new kind of crime that county police are not particularly well-trained to handle. Entrepreneurs may be reluctant to report theft-by-computer of industrial secrets unless they are convinced that our law enforcement officials know how to investigate such matters and know how to protect proprietary information from competitors.

The county police should be encouraged to develop an expertise in this area, and money should be found for the additional training necessary.

Montgomery County is gaining a reputation as an extremely litigious county. Perhaps this is because so many people are aware of their rights, or perhaps because there is more money available to be awarded in damages. For whatever reason, the number of civil proceedings has increased. Many other jurisdictions have used mediation services to reduce caseloads. Los Angeles, for example, has a family mediation service attached to its courts. Some New York jurisdictions have also been experimenting in this field.

Although the Circuit Court here in the county had a mediation service for child custody disputes, the program was very modest in scope and temporary in nature.

We believe Montgomery County’s judicial system would benefit from more mediation services, arbitration, and conciliation services.

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**CHAPTER**

*Governance  
and Finance*

**NINE**

## *Summary of Recommendations*

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***Explore various options for increased sources of revenue.***

- **Increase the property tax.**
- **Increase the income tax.**
- **Impose impact fees throughout the county.**
- **Tax the increase in real estate values.**
- **Extend the definition of taxable property.**
- **Increase user fees.**
- **Close the Multiple Dwelling Unit loophole.**

***Maintain good management practices.***

***Expand cooperative links with neighboring jurisdictions.***

***Plan, in a systematic and orderly way, for the future.***

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One of the tasks assigned to the Commission on the Future was to judge whether the county government is structured properly to capitalize on the opportunities as well as withstand the problems of the future, and whether there was enough money to do what we believe needs to be done, and do some of what we would like to do. We will address the second question first.

By almost any measure Montgomery County is relatively wealthy. Compared to similar jurisdictions around the country, its taxes are a little lower relatively, in part because of some sharp cost-cutting during the late 1970s and early 1980s, and in part because of a prosperous economy and record economic growth. So our financial and economic situation looks relatively good right now.

But we foresee problems ahead. For one thing, we have recommended throughout this report programs and improved services that will cost additional money. It is a list of needs and wants — some we can have; some we can have some of; and some perhaps we can't have at all. But, there is no question that we are recommending some fairly expensive programs, such as improved health care for our poorer citizens. (Montgomery County as a whole may be wealthy but that does not mean all its citizens are.)

For another thing, we foresee some international, national and state pressures that will constrain our ability to pay for all that we need and want.

Internationally, we have seen some very volatile shifts in the economic picture, particularly in the trade and financial markets during the past few years, and we expect more. Although the United States has become a leader in technology development and a comparatively high cost producer of many important goods and services, our international competitors have shown themselves to be quite good in adopting that technology with low-cost production and then selling it back to us.

This is part of the reason for the trade deficits that still remains high, continuing to place pressure on the federal budget that is way out of balance.

At the same time, America's technological and economic transition from a labor-intensive to a knowledge-based industrial economy will have powerful fiscal implications. It is possible that household income could decline (as a nation we have leveled off somewhat), and coupled with a possible parallel decline in corporate profits could constrain public revenues significantly.

We expect that continued federal deficits will mean less discretionary money in the U.S. economy to devote to federal public services, which in

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turn will require state and local governments to either pursue austerity measures or eliminate these services or to make up the difference with state and local dollars.

Montgomery County seems relatively well-positioned to weather this storm. Our county's local economy, although still dependent on federal contracts, grants and payroll, but to a lesser extent than before, is not in any danger of collapse. Our growing diversity assures that. Even so, we will feel the pinch.

*The continuing cutbacks of federal programs that we expect will mean less federal money to support projects at the county level.*

The continuing cutbacks of federal programs that we expect will mean less federal money to support projects at the county level. Further, if federal expenditures decline as we expect, county businesses supplying the federal government will suffer.

Because of the federal budget and trade deficits, and recent changes in the tax laws, many of our citizens and businesses may soon be paying higher federal taxes.

And they may be paying higher state taxes. Faced with its own financial problems, the state government may well attempt to reduce the level of aid to the wealthier counties and increase their contributions to the state. If an effort is made to revise the formula by which state funds are distributed to the counties, we hope that Montgomery County representatives will be involved, as we are the state's largest revenue producer.

Another change in the basic equation is that the county will have more people who need services. For example, more people will need help to afford housing, more immigrants will need help learning English and job training, and so on. We need not go through the list of needs — we have done that several times throughout this report. Suffice to say, the capacities of the county government will be stretched, especially in the new growth areas in Gaithersburg and Germantown and along Route 29.

Further, the economic growth will require a large public investment. In the long run the payoff will be to a more stable and larger economic base. But in the short run it means the need for more roads, sewers, schools, libraries, police stations. More everything is needed, and needed right away.

And so, although the county's finances are considered to be in excellent shape right now, we foresee increasingly difficult financial choices in the future. We must recognize that pressure for new spending exceeds revenue expectations and that the options for the county government remain few:

- To reduce the type and number of services it provides. We would not like to see that happen. We have, in fact, recommended selective expansions, not cuts, of services.
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- To increase our debt burden or to constrain its growth by the deferral of some capital projects.

Neither is an attractive option. Unnecessary deferral of public investment in roads and schools and other building projects only means we have to spend more in the future to build them. And increasing our debt burden could jeopardize our AAA bond rating.

Montgomery County is one of the few jurisdictions in the country to have a AAA bond rating, and it should be part of official county policy that through good management practices nothing be done to endanger that rating. Not only does it mean the county pays lower interest rates on bonds, it reflects a confidence in the county's management practices that helps attract and sustain corporate and other economic investment in the county.

- To find new sources of revenue or increase existing sources.

One source of new money might be the state government. That is being explored. In partial fulfillment of its obligations and responsibilities, the state has agreed to spend some additional money on school and road construction here in Montgomery County over the next few years. We cannot count on this continuing. The county therefore should:

*Explore various options for increased sources of revenue.*

Seven such options are discussed below.

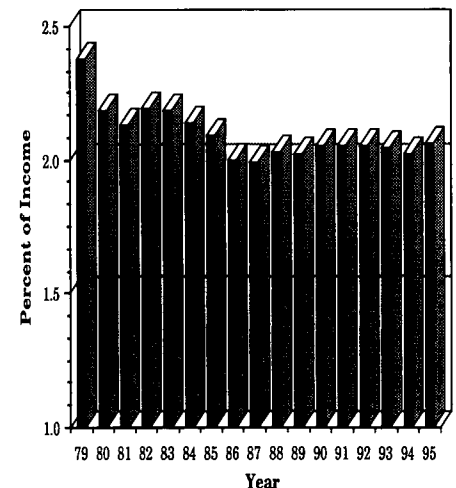
**Increase the property tax.**

Although property taxes have increased over the past decade, primarily from higher assessments, they remain less than 1 and one-half percent of market value. Property taxes have dropped recently as a percentage of household income. In 1979 property taxes took 2.4 percent of income; in 1986, 2 percent. If the property tax had to be raised a moderate amount it would not pose any extreme hardships.

**Increase the income tax.**

The county has a "piggyback" tax on the state's income tax, which means that one-third of the income tax paid by county residents to the state is returned to the county. Without state legislation it is impossible to change the rate levied. However, we recommend that county officials seek authority through the state to increase by a small amount the tax rate the county may levy. A small change could be on the order of an additional 5 to 10 percent rate increase to 55 to 60 percent of the state rate. This means that instead of paying 5 percent of taxable income above \$3,000 to the state and 2.5 percent to the county, it would be about 2.6

**Residential Tax Expenditures**  
Percentage of Total Personal Income  
Taken by Residential Property Taxes



Source: County Office of Management and Budget

to 2.8 percent to the county. Additionally, we could seek authorizing legislation to increase the county rates by an additional one-half percent for all taxable income from \$100,000 to \$250,000 and an additional one-half percent for all taxable income over \$250,000.

**Impose impact fees throughout the county.**

Currently impact fees are charged to developers in a few highly strained areas. But these fees do not even remotely cover the costs of administering the administrative review processes and related costs, much less the actual effect of development on infrastructure and related service in these areas, and even less on a countywide basis. We believe the county government should explore a range of countywide real estate development fees (subdivision, environmental, compliance and other impact fees) that would reflect the immediate effects of development in fast-growing areas, as well as the long-term cumulative effect in other areas of the county. These fees could also help to provide a source of revenue for future replacements and modernization of our infrastructure.

**Tax the increase in real estate values.**

One of the greatest sources of wealth in this county is the wealth gained from the increase in land values, land values that have increased in part from public investment. Thus, a house that cost perhaps \$30,000 twenty years ago in Chevy Chase is now worth somewhere between a quarter and a half million dollars. At least some of that gain — far above what can be attributable to inflation — is because of the public investment in the Metro system and in the generally high level of services offered by Montgomery County.

We believe there is no reason, in principle, why the county should not tax that part of the gain that is not attributable to inflation upon the sale of the property. In many ways it is fairer than raising the property tax, because it would be levied exactly when the landowner or homeowner is reaping the greatest profit. Despite some of the objections raised during the public forums, we believe this is one of the options the county must consider for financing the future. If the county chooses this option, it should proceed with care to ensure that the tax is designed in a way that is consistent with state law and applicable court precedents.

**Extend the definition of taxable property.**

The county is home to a number of nonprofit associations, churches and government offices which use county services but do not pay county taxes. If taxes are not levied, there ought to be some kind of payment in lieu of taxes to cover the costs of the roads and other services that public monies provide.

**Increase user fees.**

This is tricky to impose in practice, no matter how much we might agree

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in principle. It seems clear enough that those people who use services should pay for them, especially when there is an established market price. When user fees were imposed on the use of soccer and other ball fields, however, the number of kids playing in these sports dropped dramatically. This seems to us counterproductive. Although we believe those people who bring trash to the transfer station should be charged a tipping charge, just as those who have their garbage picked up at their door, we recognize that charging them could mean they won't bring it anymore. No one wants carloads of garbage dumped on the nearby vacant lot. So we agree in principle that user fees should be raised, but we recognize there are careful calculations that must go into each one.

**Close the Multiple Dwelling Unit loophole.**

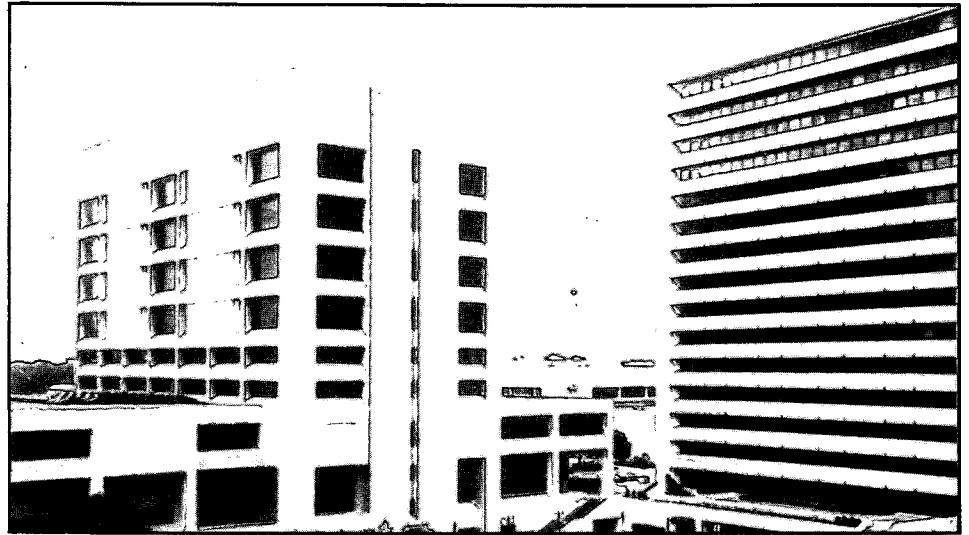
Under county law, as we have discussed in the chapter devoted to housing, 12 and a half percent of all units in any residential construction of 50 or more units must be "Moderately Priced Dwelling Units," or MPDUs, available to families with moderate incomes. Those houses are sold at much lower than market prices, often financed with county-sponsored, below-market mortgages. After 10 years, however, the owners may sell the houses without returning any of the money to the county. They often are able to reap enormous profits despite having risked nothing. We propose that MPDU houses remain in the moderately-priced housing stock. Once an MPDU, always an MPDU should be the rule. We have too little affordable housing to permit any of it to rise to market level if we can exert some control to stop it. Obviously, we cannot go back and rewrite the contracts of those houses already purchased. But the MPDU houses now coming on the market should be MPDUs in perpetuity.

Those are our suggestions as to how to raise money as it is needed in the future. We do not say all of them need be resorted to, but each of them deserves a close look as need requires. To protect our financial resources, we recommend that the county:

***Maintain good management practices.***

Accomplishing our goals and objectives, including financing our future, is predicated on those sound program strategies and good administrative and management practices that the county continually uses to be run both efficiently and effectively. We don't rule out the need for improvement — there is, particularly in the day-to-day responsiveness with citizens and businesses which we discuss later in this chapter. Our purpose here is to recognize and encourage continued application of good overall administration and management practices in all agencies and at all levels of county government.

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This completes our discussion of the question, "will there be enough money to do what we believe needs to be done?" We turn now to the other question posed at the beginning of this chapter: "Is the county government structured to withstand the problems of the future?"

The current government, set up when the county's charter was adopted in 1968 and modified only slightly since, has some flaws. There are things that look confusing on an organizational flow chart, and there are some confusing lines of authority. If we were starting a government from scratch we might do things differently.

However, we are convinced that the structure we have now is adequate. Moreover, the political and bureaucratic energy that must be expended to make even small changes in governmental structure simply do not yield sufficient benefits to make them worthwhile.

The one major change we recommend, detailed in another chapter, is an increased role in public and environmental health. We purposely do not advocate a particular change, but rather a method of change: the County Council and County Executive should carefully study their respective responsibilities and discuss the best way to restructure them.

We hope this could be the beginning of a new attitude between the different branches of county government, a willingness to smooth unnecessary frictions and work together.

*It is partly because of past frictions that we recommend no other changes in the government structure. The county needs some time to absorb the changes already made...before attempting further changes.*

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It is partly because of past frictions that we recommend no other changes in the government structure. The county needs some time to absorb the changes already made or about to be made (County Executive appointments to the Planning Board and districting of the County Council) before attempting further changes.

Before leaving the question of government structure, however, we should take note of certain other issues. First, the fact that there are 17 incorporated municipalities within the county — Rockville and Gaithersburg are the biggest — may pose certain challenges occasionally for the county as a whole. Both Rockville and Gaithersburg have their own zoning authority, and this may increase the difficulty of having a coordinated growth policy. In Chapter 2 we urged Rockville, Gaithersburg and the county to develop a plan for the I-270 corridor. To us this kind of interjurisdictional cooperation seems a necessity. Without a coherent plan, the corridor will deteriorate into total chaos, representing an important lost opportunity.

Although two municipalities were created a few years ago in our county, there seem to be no further moves now to create more municipalities. Fragmenting the county into additional separate municipalities may not only be confusing to the average citizen, but more important, tends to lead to service problems and conflicting zoning objectives and judgments.

County officials need to be aware that citizen dissatisfaction leads to attempts to create municipalities. The officials need to avoid dissatisfaction by making sure that services are provided in a timely, cost-efficient manner and in ways that enhance, rather than disrupt, neighborhoods. Our recommendations in that regard are detailed in the chapter on neighborhoods.

Finally, Montgomery County is less autonomous than it has been, and this trend will continue. That is to say, it will be more affected in the future by decisions made outside Rockville — in Annapolis and Washington, D.C., Prince George's, Howard and Frederick Counties, and to some extent Fairfax and Arlington Counties. The county thus needs to:

*Expand cooperative links with neighboring jurisdictions.*

Until now Montgomery County's major focus outside itself has been Washington, D.C. Our major employer is the federal government, our major road is the Beltway, connecting us to Prince George's County on one side and Fairfax County on the other, and our football team is — and was, even when the Colts were still in Baltimore — the Redskins.

Recognizing the importance of the Washington metropolitan area tie, Montgomery County has played an important role in the formation and

*Montgomery County is less autonomous than it has been, and...will be more affected in the future by decisions made...in Annapolis and Washington, D.C., Prince George's, Howard and Frederick Counties, and to some extent Fairfax and Arlington Counties.*

strengthening of the Washington Metropolitan Council of Governments (COG). This organization was formed by the region's governments to try to tackle regional problems such as water quality and public transportation in a rational way. Although it is only an advisory body, COG plays an important regional role — the cleaning of the Potomac River, developing emergency response procedures, the planning of the Metro system, and sharing of regional information.

Montgomery County's emphasis on cooperating with other jurisdictions in the Washington metropolitan region has been well-placed and must continue.

But also important, and somewhat less recognized, is the need for regional cooperation with other counties in Maryland and with the state of Maryland. As the federal government has pulled out of certain kinds of responsibilities, state governments have gained importance throughout the country, and this is no less true in Maryland.

And so, we believe that greater cooperation needs to occur — within the Montgomery County government and between Montgomery County and other jurisdictions, particularly Howard and Frederick Counties to the north. We are affected too greatly by the decisions of other jurisdictions to be able to simply cordon ourselves off from them. This cooperation should address transportation, health and safety, environmental concerns toxic and hazardous substances, emergency reserve operations, and even links to develop the regional economic base in a desirable way.

Two other things should be done, we believe, to prepare the county for the future. One has to do with the function of the government, and the other with the participation of citizens.

We have become convinced that county officials have not done enough planning for the future. Some government departments have offices devoted to planning and thinking about what will need to be done in five or 10 years, but most don't. Even those that do are so caught up with the day-to-day struggle of managing the present growth crisis that they are unable to devote full attention to long-range planning. And so, we recommend that the county government:

*Plan, in a systematic and orderly way, for the future.*

Each government department should have a planning office that is not permitted to become involved in day-to-day crisis management. These planners should have as their jobs the identification of future major issues and crises, and the development and implementation of actions that prevent them. We should never again be caught in the web of confusion and conflict that we tend to find ourselves in today.

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We should not open schools that need portable classrooms their first day, nor should we have major population centers half an hour away from the nearest fire station. We should not find ourselves with a "sudden" mental health crisis with thousands of super-elderly citizens suffering isolation and struggling with maintenance in low density single-family auto-dependent neighborhoods. We should not have to face an environmental crisis arising from impacts of some new laboratory that foresighted regulations could help to alleviate.

The fact that we on the Commission on the Future gathered information on future plans and trends spurred some thinking within the government, but a permanent mechanism needs to be established to continue the process.

This mechanism should provide for an integrated planning system that is guided by long-range trend forecasting, continuous evaluation of on-going program performance, and the development and maintenance of a database that is the primary basis for all county short-, mid-, long-range and related functional planning. We have already discussed the need to revise and update the General Plan. This Plan as well as the Master and Sector Plans should be revised consistent with this database.

*Citizens interested in county affairs should feel they have ready access to information and can join in policy debates with the local government.*

Finally, we believe that a way to engage the participation of a broad base of citizens in the process of policy formation and future planning needs to be formulated.

Citizens often feel alienated and excluded from the processes that will determine their future, and we believe they should be more involved.

There are a number of different models from around the country that could be adapted to our use. One of the most successful is the broad-based civic activism in Minneapolis-St. Paul, where current and future issues are regularly debated in well-attended forums.

Such a group could be organized around the reformulation of the General Plan which we have recommended, or around any number of other issues that face the county.

The point is, that citizens interested in county affairs should feel they have ready access to information and can join in policy debates with the local government. The formation of such a civic group is not something the county government can undertake. It is, rather, something that all of us as citizens need to do.

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The Commission on the Future, during its long process of accumulating information, came face to face with many diverse and conflicting points of view. All were presented articulately and with great emphasis by our fellow citizens. Direct contact with the citizen's "counterpoint" to the county government's "point" invigorated the Commission in its deliberations.

During our public forums, residents told us that sometimes they feel powerless in the face of county government and commercial interests. We have noted, however, that citizens, especially when organized into civic associations or ad hoc organizations, have enormous power in the county to promote projects. They are not successful in every case — sometimes other public or commercial interests are too strong to permit one or more neighborhoods to prevail. But in countless incidents, citizen support has guaranteed the success of numerous projects, especially those that benefit the public as a whole. Likewise, citizen opposition has been successful in blocking roads, buildings, and other public facilities.

But people are right to zealously guard their neighborhoods, and given the proper information their energy is a powerful, creative force that can be continually tapped for the benefit of us all.

Sometimes we agree with county officials that public participation can on occasion hamper the smooth transition from policy decisions to implementation — some needed projects have been abandoned because of community pressures. But the fact is that sometimes those neighborhoods have felt that in order to be listened to they must take a completely negative, emotional stand on the issue. Further, citizens often get the sense that they are the only ones concerned about the quality of their lives — that the county government exists as a bureaucratic entity unmindful of the consequences of its actions and careless about its promises. It was obvious during our outreach forums that citizens could point to many examples of each.

It is clear to us that a citizen who has an opportunity to be informed of what is going on, and why, will quickly become an activist for his or her community. Although we are writing our report at the direct request of the County Council, the information gathered can be used by all citizens to help all of us with the kinds of decisions we as county residents make now.

Our report is intended to point out those decisions that must be made by defining as clearly as possible what our present and past have been and what our future might be. Let us recap for a moment some of our observations we must consider as we look to the kinds of decisions we must make.

*Although we are writing our report at the direct request of the County Council, the information gathered can be used by all citizens.*

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Just 25 years from now, Montgomery County will be at the heart of a great metropolitan community stretching from the Pennsylvania State line in the north to Fredericksburg, Virginia in the south. By that time, the Agricultural and Open Space Reserve created by our County Council in 1980 will most likely be an island surrounded by residential developments, research parks, corporate offices and commercial shopping centers. Regional planners suggest that, by the turn of the century, the Montgomery County Agricultural Reserve will be the largest block of undeveloped land within the entire northeast urban corridor, the "Central Park" of the great American megalopolis. For those of us who live in Montgomery County, the Agricultural Reserve — if we can keep it — will be a part of our common heritage from the past, and our unique gift to the future.

Just as our maturing population will give rise to new demands upon the county's resources, so too will our aging infrastructure. During the coming decades, we will need to be concerned increasingly with maintenance and renewal. Many old bridges, streets and highways, schools and other public buildings will have to be repaired or replaced. Of particular concern will be our housing, one-fourth of which was constructed before 1950. Having seen, in other communities, how difficult and costly it is to restore a deteriorated neighborhood, we know we must not let that happen here.

Our brief review of the underlying realities of the near-term future strongly suggests that the task of achieving growth with quality will be more complicated during the next 25 years than it was during the past 25 years. In order to sustain the quality of living in Montgomery County during the coming decades, we must commit ourselves to manage not only social and economic growth, but social and economic change and renewal as well.

We are increasingly discovering that Montgomery County is not an independent island, isolated from the rest of a turbulent and troubled transitional economy. On the contrary, our future prosperity and quality of life are inextricably linked to the performance of our regional economy, and to the national economy as a whole. Much of the county's employment ultimately is dependent upon funding from outside the community, including the federal and state governments.

In light of our substantial interdependence with the larger economy beyond our borders, the underlying pressures for public-sector austerity and private-sector efficiency raise yet another question about our continued pursuit of growth with quality that we had to grapple with: how will we pay for our future?

*Our response to change is  
the only real control we have  
over our future.*

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While we can forecast many of the underlying realities of our future, how we deal with those realities is something we have yet to choose. How will we, as a community, respond to the onrushing forces of economic, technologic and social change? The forces of change are inevitable. Our response to change is the only real control we have over our future.

As a prosperous and progressive community, Montgomery County has a wide range of alternatives and options for dealing with growth, change, and renewal. Clearly, we could simply rededicate ourselves to our previous traditional standards of excellence and seek to apply the past approaches and solutions in an effort to preserve life in our community just as it is. On the other hand, we could choose to pursue innovative actions and commitments in response to changing economic and technological realities. In fact, Montgomery County could become, as Thomas Jefferson once described local government, a "civic laboratory" that develops new solutions to the problems that are unavoidably presented by the forces of progress and change.

This is the approach that our citizens, through their civic associations and membership on boards, committees and commissions, have increasingly taken as the tempo of life in Montgomery County has become firmly linked with the region and the world.

As a community, we collectively possess the human, technical and fiscal resources to develop innovative, high quality solutions for the problems confronting us and thousands of other communities throughout America. Starting today, we could begin to make Montgomery County a beacon for the nation in a time of turbulent change, and in so doing, make our community a uniquely exciting and purposeful place to live. Or, we can sit back and just let things happen as they will — and live with the results.

As a Commission we have recommended what decisions we think should be made to ensure that over the coming decades Montgomery County will be the kind of place we will still want to live in: open, tolerant, diverse, interesting, lively but with opportunities for quiet reflection, respectful of its citizens' needs and desires, and helpful to those who need help.

Our whole process in arriving at those recommended decisions would not have succeeded, frankly, if it were not for the existence of that highly desirable commodity for which Montgomery County is famous — informed, active civic participants willing to give of themselves and of their time. We are speaking not only of the Commissioners and our staff, but of the more than 900 individuals who spoke passionately for their viewpoints.

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*We have recommended what decisions we think should be made to ensure that over the coming decades Montgomery County will be the kind of place we will still want to live in.*

The knowledge and understanding acquired by all the participants in our examination of the alternative futures we might have will help the larger county community identify and resolve future issues before they become serious problems. This would indicate to us that further work needs to be done on and beyond the formal work of this Commission. Perhaps a community-wide, collective on-going learning process can be implemented by the County Council (and their successors), with civic leaders as equal partners, dedicated to broad public participation in dealing, on an objective basis, with long-term futures issues.

As we conclude our final report on "*Envisioning the Future*" we call upon our elected leadership to expand the fact-finding and brainstorming roles we utilized to include as many of our citizen participants as possible in such a process. Only through the proactive stance of a public-private partnership, seeking to understand the basic combination of forces shaping our future, can Montgomery County determine those entry points into the 21st century that we all desire and can afford.

We have but pointed the way with the completion of our report and hand over the baton to those of you continuing the race. As one of our Commissioners put it:

*"Our job is done, **THE** job is not."*

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## Minority Report

by John F. Breitenberg

I regret that I must dissent from one of the Commission's recommendations, specifically, the proposal for a capital gains tax that appears in Chapter 9, "Governance and Finance." However, my concerns are such that I feel compelled to state my views for the record.

What is a capital gains tax? Stated briefly, a capital gains tax (also referred to as a recapture tax) would impose, if enacted, a tax on the sale of real property (homes, office buildings, retail stores) located in Montgomery County based on the difference between the sale price and the assessed value of your property at the point of sale, i.e., the capital gain. Even if this tax were to be adjusted for inflation, the diminution in the proceeds from the sale of the real property would be considerable.

My objections to this tax proposal are threefold.

First, only one elected official raised this subject with the Commission, and then only briefly. To my knowledge, not one Commissioner who favored this recommendation studied this proposal, analyzed how it could be implemented, or considered its fiscal ramifications, intended or unintended. Finally, during the public outreach effort, many citizens testified forcefully against this recommendation.

Second, this form of taxation was declared invalid in 1980 by the Court of Appeals of Maryland on a case entitled *Montgomery County Board of Realtors v. Montgomery County, Maryland*. It is also my opinion, that were Montgomery County to attempt to raise revenue from this tax under the guise of a transfer tax or an excise tax, it would require state enabling legislation, with doubtful prospects for passage.

Third, if any elected official, present or future, truly feels the need for additional real property tax revenue to support affordable housing initiatives or other social programs, then, as I see it, that elected official has two options. One is to impose a general property tax increase on everyone so that all can share in the cost of providing government services to the public. I have never believed that there is lasting political gain in reducing the tax rate by a few cents only to turn around and be forced to raise the property tax rate in the next fiscal year, or even the one following, by the same few cents and a number of cents more due to an unanticipated decline in revenue or to institute new spending programs. Far better, is it not, to maintain a consistent stable tax rate and build a reserve for rainy days or rainy years. The other option is to order that all real property be re-assessed fairly and accurately every time to reflect true fair market value, the front door approach so to speak, rather than to retroactively re-assess property and to retroactively increase the real estate tax at the time of sale, to recapture taxes thru the back door.

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**Supplemental Viewpoint***by Graham T. T. Molitor*

Futuristic studies are strengthened by speculation, a texture of viewpoints and thinking not bounded by “can’t do” mindsets or because at odds with the state constitution, home rule restrictions or existing law. Laws made by citizens, can be changed by them, and long range studies should stretch minds and create visions for a better tomorrow. These supplemental comments hopefully will stimulate additional thinking about a few matters or viewpoints not covered elsewhere.

Recommend creating more jobs, not a 50 percent reduction. Cutting new job creation from 23,000 (past 3-year average) to 10,000 insults the jobless, injures economic prosperity, impairs freedoms as basic as establishing a business or choosing a place to live, and erodes government revenues.

Recommend making room for more, not less, people as the population continues to increase. Population density (persons per square mile) in the county, a mere fraction that of other popular locations, suggests room for expansion [Montgomery County, 1,296; District of Columbia, 9,333; San Francisco, 15,361; New York City (Manhattan), 65,590].

Recommend caution against foreclosing development of greenspace set asides. The greatest legacy of preserving these spaces now is assuring future availability in low-cost undeveloped state for important community purposes.

Recommend policies permitting smaller homesites and high-rise apartments. Smaller means more affordable, is compatible with declining household size (5 to 7 persons nationally back in 1750; 2.65 persons in Montgomery County, 1987; and projected to reach 2.25 persons in 2010), and follows long-term lot size decreases [+1,000-acre medieval manors, +100-acre U.S. landgrants, 1 to 5-acre recent “dream” homesites, 1/4-acre average home lot size, 18 foot wide townhouses (20 to 24 foot width in earlier times, and 14 feet more recently), and 8 to 10 foot wide mobile homes/manufactured housing].

Recommend more equitably shared general revenue financing in place of questionable costs front-loaded onto new home construction. Amenities and social services remotely benefiting new home buyers raise constitutional challenges, and impose costs that place housing further beyond reach.

Recommend highway improvements and high-technology transportation relief measures mainly underwritten by user taxes. Growth gridlock which frustrates everyone will worsen as personal vehicle registrations

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double, highway traffic increases 50 percent in 15 years, and personal vehicle use increases to 90 percent of total trips.

Recommend a second beltway, new super-highways (situated on pre-cleared and linear-plotted power line sites), privately financed tollroads (possibly atop or beneath major roads), and continuous loop people-movers (serving dense commercial strips).

Recommend enhanced traffic management, helicopter cranes to clear disabled vehicles and obstructions from roadways (currently accounting for 50 percent of major highway delays), and fully automatic highways (capable of increasing existing roadway capacity ten-fold).

Recommend increased motor fuel taxes (less than rates exceeding \$1.00 per gallon in Europe), driver license fees (short of \$2,000 Tokyo drivers pay), vehicle registration costs (lower than \$1,000 to \$2,000 charged in other countries), and higher rates on heavier trucks and trailers (to offset costs of excessive roadway wear).

Recommend state leadership be encouraged to get unsafe and polluting vehicles off the streets, mandate onboard microprocessor collision avoidance systems (as they become commercially available), daytime running lights for new cars (to protect pedestrians, particularly elderly with failing eyesight), and safe driver insurance reductions (10 percent yearly, to 75 percent maximum, following the Swedish approach).

Recommend much tougher laws to deter drunk driving: blood levels determinative of guilt (no right of appeal); severe fines (possibly equivalent to one-month's salary); mandatory imprisonment (possibly at hard labor); driving privilege revocation (short of lifetime revocation required in other countries — possibly 1 to 5 years).

Recommend establishing a four-year college within the county (preferably upcounty, and perhaps by expanding the two-year Montgomery College at Germantown). Encourage in-county availability of full-range postgraduate programs.

Recommend all-out war against substance abuse designating the problem the top law enforcement effort. Illegal drug and narcotic use which is destroying countless lives and spawning unconscionable increases in other criminal activity, requires nothing less than this top-priority.

Recommend steps for removing or modifying objectionable materials prior to landfill disposal to prevent contaminating groundwater or posing other hazards including siting settlements atop or adjacent to dumpsites. Enormous toxic tort liability for government failure to foresee and satisfactorily manage these problems is likely.

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Recommend taxing unimproved lands at rates several-fold those imposed on improvements to discourage land speculation and encourage development. Suggest government revenue burdens in other nations nearly double those in the U.S. indicate domestic taxing authorities may be able to increase taxes by as much as 50 percent over current levels. Anticipate increased federal funds made possible by improved East-West relations leading to defense spending cuts of 10 to 20 percent (\$50 to \$100 billion yearly).

Recommend merit pay for teachers to attract and retain superior teachers.

Recommend encouraging resolution of right to life and right to die questions. Technological capabilities to prolong life raise difficult moral questions for persons in extremis, reliant upon life support systems, or all but brain dead. Abortion rights and non conventional birth techniques pose equally perplexing moral dilemmas, and require a clarification of rights and duties ranging from paternity to inheritance.

Recommend increased user taxes to discourage tobacco and alcohol abuse. Outer taxing limits are suggested by charges of \$2.50 per pack of cigarettes and \$20 prices for a double mixed drink found in other countries.

Recommend a vigorous extension of consumer protection laws responding to problems unleashed by information-era undertakings (75 percent of all workers will be in information-knowledge-education sector jobs by 2020), and leisure-time pursuits (50 percent of lifetime activities will be devoted to leisure-time pursuits by 2000).

Recommend efforts to contain litigiousness: greater reliance upon informal remedies (exhaustion of informal remedies required as a condition precedent to judicial recourse), restraint on frivolous and spurious cases, restriction of contingent fees, imposition of ceiling limits on claims and awards.

A vast number of recommendations were considered by the Commission. Those covered in the report and the few mentioned in these brief supplementary remarks scratch only the surface. Commission records provide a valuable resource for those interested in further pursuing ideas about the county's future.

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The data contained in this section have been compiled with information received from agencies and departments of the Montgomery County government, they are not forecasts of the Commission. In a few instances the data reflects the most recent results of the 1987 update of the Maryland-National Capital Park and Planning Commission when those numbers were available to us.

#### Overall

The county's population on January 1, 1987 was estimated to be about 669,000 (over 100,000 more than the city of Boston). The last actual count of the population was in the 1980 census, when the county's population was 579,000, but the county Planning Commission estimates that the population has grown by about 90,000.

The Planning Commission estimates that by 1995 the county will have grown by about another 90,000 or so and be at 760,000; and by the year 2000 it estimates that the county's population will be over 780,000.

#### Age Breakdown

Some of the most dramatic changes in the county's population will occur because more people are living longer and because the "baby boom" generation will be aging in the next century.

As a result, in the year 1995 the percentage of population who are 65 and older is expected to be 11.9 percent of the population, compared to only 6.2 percent of the population in 1970. In 1995 the "baby boomers" will be in the 45-64 age range, and they will comprise 20.6 percent of the population. Their children, the "baby boomlet" will be somewhere between 5 and 24, with that age range comprising about 27 percent of the population. These trends have profound implications for what kinds of services will be needed in the future, especially schools and services for the elderly.

#### Household Breakdown

The 1970s and 1980s confounded demographers' expectations in the matter of number of households formed because of the increase in divorces and separations. These meant that people needed more housing units than would have been expected given past experience.

This trend is expected to slow down and even reverse itself somewhat as a couple of trends converge — the "baby boomers" are having children, increasing household size, and housing is so expensive that more adult children will live with their families for longer periods of time. The countervailing trend of more older people, who tend to live in one and two-person households, however, may well balance out this trend. Montgomery County's Planning Department expects the household size to continue to decline from 2.77 persons per household measured in 1980 to 2.36 persons per household in the year 2000.

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### Ethnic Breakdown

The number of minority persons has increased dramatically in the past decades in Montgomery County, and that trend is expected to continue. In 1987, according to the estimates made by county agencies, whites comprised 74.7 percent of the population, compared to 94.5 percent in 1970. Nine percent of the county's population were black, compared to 4.1 percent in 1970. And Asians, who were 1.3 percent of the population in 1970 were 6.9 percent in 1987. It is estimated that in 1987 Hispanic residents numbered 51,870 (7.8 percent of the population) compared to 15,920 in 1970. In all, about 25 percent of the county's population can be considered minority. As a possible indicator of the future, the schools report that 30 percent of their students are in minority groups.

### Income Breakdown

The average household income in 1985 was \$58,500, according to county Finance Department estimates subsequent to the 1980 census. (Please note that estimates of household income differ from agency to agency.) However, the median household income has lagged behind considerably, pointing to a widening gap between rich and poor and a reduction of the middle range of incomes.

In 1986, an estimated 27,900 county residents lived below the federal poverty line. The federal poverty line varies with household size, but to give a sense of what order of magnitude it represents, the line for a family of four is \$11,200. Because the cost of living is so high in Montgomery County (the federal poverty line is a national figure), the county government considers it necessary for families to make at least twice the federal poverty level to be considered not poor. More than 73,000 residents lived below this "minimum standard of need" (double the federal poverty level) in 1986.

### Housing

Of all the major metropolitan areas in the country, the Washington metropolitan area ranked eighth highest in homeownership costs in 1980, and Montgomery County ranked third among the Washington metropolitan jurisdictions.

Montgomery County also had the second highest rental housing costs in the country, exceeded only by Anaheim, California. Housing costs have risen at a greater rate than inflation and household incomes and housing takes a larger share of income than it did a decade ago.

Most people in the county live in homes they own. The percentage of people who own their own homes increased between 1970 and 1984, because of increased condominium conversions, increased affordable housing, and falling interest rates. Fifty-eight point two (58.2) percent of the households lived in single-family detached houses, and 11.1 percent

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lived in townhouses, with 19.2 percent living in garden apartments and 11.5 percent living in high-rises.

### **Economy**

The largest single employer of Montgomery County residents is the federal government. About 25 percent of county residents work in Washington, D.C. of whom presumably a large percentage work for the federal government. Another 12 to 13 percent of county residents worked for federal agencies located in Montgomery County, for example the National Institutes of Health, the Naval Weapons Research Center, and the Department of Health and Human Resources. In addition, many county residents work for companies with major contracts with the federal government — consulting firms, defense research firms, computer firms and so on. Because census figures are not kept to reflect that it is hard to say how many people fall into this category, but there is no question but that it is large.

Due to the growth of new jobs in the county and some reduction in federal employment, the percentage of people working for government has declined over the last 25 years from 33 percent in 1960 to about 19 percent today. And that figure is expected to drop to 15 percent by the year 2010. Most new jobs have been in the service sector, in which 31.2 percent of the county's workforce worked in 1986, compared to 27.8 percent in 1970. Job growth in the private sector will rely on small businesses. Increases have also been recorded in the high-technology and biotechnical fields, ranging from low-paying circuit board assembly to high-paying sophisticated scientific research jobs.

Many more jobs are expected to locate in Montgomery County in the next ten years. Silver Spring alone is expected to increase its number of jobs by 10,600 in the next six years. The biggest growth in jobs, however, is expected in the Gaithersburg area — about 20,500 with a large percentage of that being in high-tech and biotechnical industry.

One of the main trends in the county's economy has been the increase in its workforce over and above its increase in population. The major reason for this is that more women are now working outside the home. In 1980, 45 percent of the workforce were women; in 1984 it was estimated that 51 percent of the workforce were women. Seventy percent of women in Montgomery County with schoolage children are working (90 percent of single mothers), contributing to the fact that Montgomery County has one of the highest labor participation rates in the country. This has resulted in an extremely low unemployment rate. It hovers around 2 percent, one of the lowest in the nation.

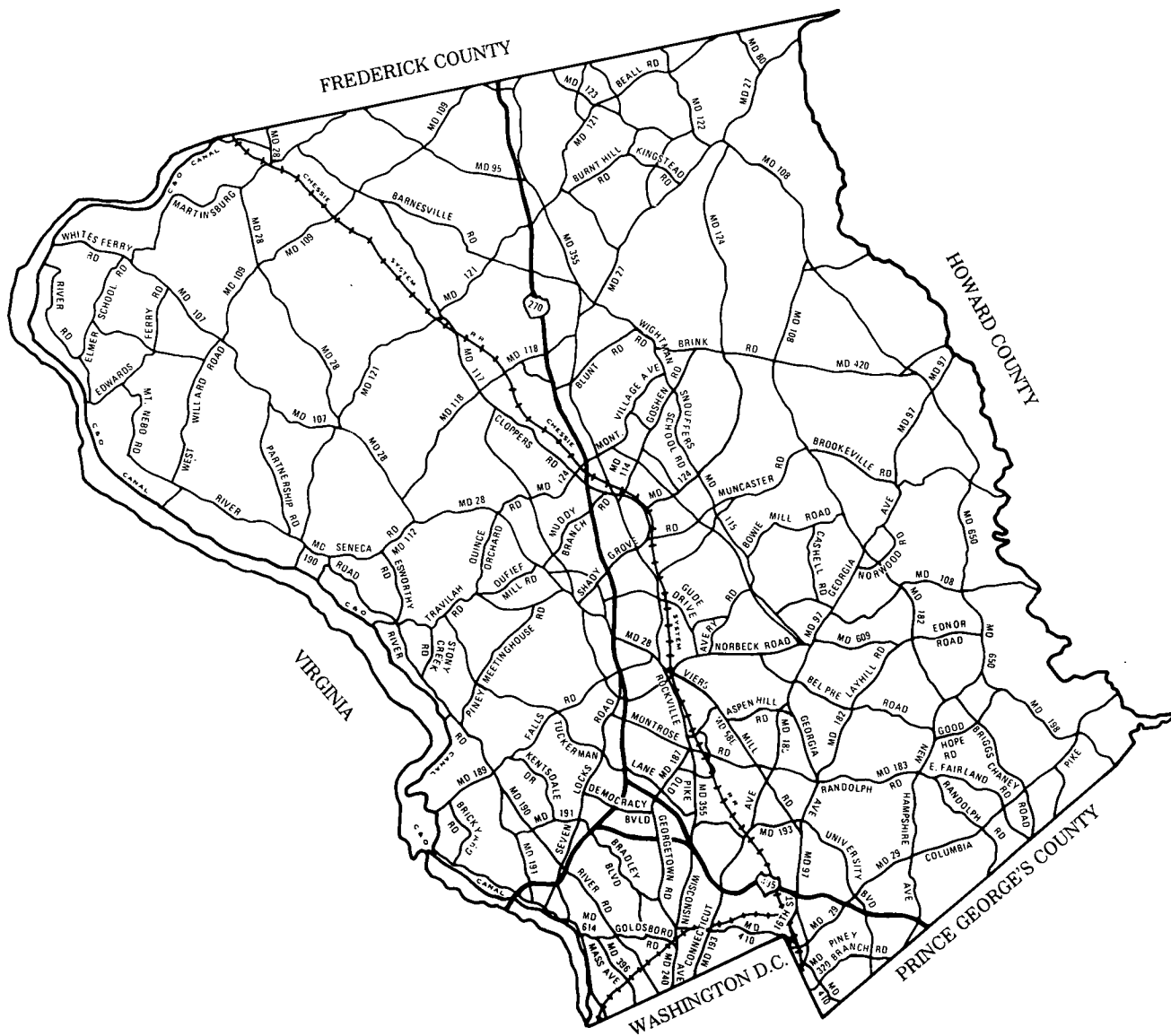
One of the trends is a shortage of labor; a shortage which has already begun. Signs of it can be seen by all the "help wanted" signs around the

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county and the fact that few jobs pay as little as the minimum wage. Unless the county imports a significant number of new workers, that shortage is likely to continue.

Another trend that we see is the growth in the Baltimore-Washington area as a single economic region. One result of that may be that Montgomery County will be able to draw upon the labor force in both Washington, D.C. and Baltimore, both of which have higher unemployment rates than we do. This would complete the reversal of the economic patterns of a generation ago when cities were the place where people worked while, often, living in the suburbs.



## Intermediate Population Projections for 1985-1995 and 1995-2010, Countywide Totals MNCPPC

Household Population				Household Population 1985-95				Household Population 1995-2010			
Age Group	1985	1995	2010	Age Group	Number	Change %	% of County's Change	Age Group	Number	Change %	% of County's Change
85+	3,738	6,960	11,741	85+	3,222	86.2	2.4	85+	4,781	68.7	8.0
80-84	7,173	10,320	14,270	80-84	3,147	43.9	2.4	80-84	3,950	38.3	6.6
75-79	11,667	17,337	18,697	75-79	5,670	48.6	4.3	75-79	1,360	7.8	2.3
65-74	41,869	55,380	54,997	65-74	13,511	32.3	10.2	65-74	-383	-0.7	-0.6
60-64	32,445	27,624	33,910	60-64	-4,821	-14.9	-3.7	60-64	6,286	22.8	10.5
50-59	69,096	76,130	91,062	50-59	7,034	10.2	5.3	50-59	14,932	19.6	24.9
40-49	87,052	110,834	118,236	40-49	23,782	27.3	18.0	40-49	7,402	6.7	12.3
30-39	106,534	125,828	127,076	30-39	19,294	18.1	14.6	30-39	1,248	1.0	2.1
20-29	95,886	115,003	119,356	20-29	19,117	19.9	14.5	20-29	4,353	3.8	7.3
15-19	45,031	45,186	53,714	15-19	155	0.3	0.1	15-19	8,528	18.9	14.2
10-14	45,280	54,612	59,955	10-14	9,332	20.6	7.1	10-14	5,343	9.8	8.9
5-9	36,048	55,843	57,742	5-9	19,795	54.9	15.0	5-9	1,899	3.4	3.2
0-4	40,582	53,342	53,643	0-4	12,760	31.4	9.7	0-4	301	0.6	0.5
All Ages	622,401	754,399	814,399	All Ages	131,998	21.2	100.0	All Ages	60,000	8.0	100.0
Grp. Qtrs	5,600	5,600	5,600	Grp. Qtrs	0	0.0	0.0	Grp. Qtrs	0	0.0	0.0
Total Pop.	628,001	759,999	819,999	Total Pop	131,998	21.0	100.0	Total Pop	60,000	7.9	100.0

Housing Units				Housing Stock 1985-1995 Change				Housing Stock 1995-2010 Change			
	1985	1995	2010		Number	%	% of New Constr		Number	%	% of New Constr
Single Family	163,976	209,400	242,400	Single Family	145,400	27.7	82.4	Single Family	33,000	15.8	82.5
Multi-Family	71,941	81,600	88,600	Multi-family	9,700	13.5	17.6	Multi-family	7,000	8.6	17.5
Total	235,917	291,000	331,000	Total	55,100	23.4	100.0	Total	40,000	13.7	100.0
Single Family* %	69.5	72.0	73.2								

\* Includes townhouses as % of total stock

### Sources:

MNCPPC, Computer Printout of Projections, January 1988.

MNCPPC, Trends & Forecasts, Staff Report, December 1987.

GWR 5/28/88

## Comparison of Data to Wedges &amp; Corridors Plan

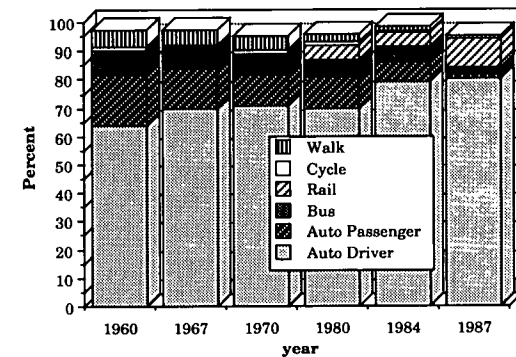
# Households			# Jobs			Automobile Registrations			Population		
	Actual & Interpolated	Projected in Wedges & Corr. Plan		Actual & Interpolated	Projected in Wedges & Corr. Plan		Actual & Interpolated	Projected in Wedges & Corr. Plan		Actual & Interpolated	Projected in Wedges & Corr. Plan
1968	142,900	139,400	1968	166,000	138,000	1968	244,762	226,200	1968	489,900	475,000
1970	156,674	149,900	1970	182,000	148,000	1970	261,900	242,000	1970	522,809	508,100
1973	176,000	163,800	1973	218,000	163,000	1973	287,488	276,000	1973	561,100	551,960
1980	207,195	192,600	1980	305,000	199,300	1980	382,635	322,000	1980	579,053	643,300
1986	246,000	227,100	1986	388,000	240,000	1986	486,546	*375,000	1986	644,400	750,000
1968-1986	+103,000 +72%	63%	1968-1986	+222,000 +133%	74%	1968-1986	+241,784 +99%	+68%	1968-1986	+154,500 +32%	+58%
				144% to 1987							
				Assumed about 1 worker/household J:H = 1.057			Assumed Auto:pop = .5 Auto: household = 1.65				
				Actual 1.5 workers/household J:workers = 1.059			Actual Auto:pop = 0.76 Auto: household = 2.062				
				We have half again as many workers/household as anticipated in plan and half again as many autos per capita as anticipated in plan and about 25% more autos per household per capita as anticipated in plan.							

\*Extrapolated from graph (based on 2 people/auto)

Sources: *On Wedges and Corridors, MNCPPC - (Adopted 1/22/64)*  
*Factors Influencing Development, MNCPPC, 12/69*  
*Trends Forecasts, MNCPPC - 11/12/86 and 12/87*  
*Maryland Dept. of Transportation, Motor Vehicles Administration*  
*GWR 5/31/88*

*Relationship of Households, Jobs, Auto Use/Possession  
and Public Transportation Use*

	Year						
	1960	1970	1980	1987	1990	2000	2010
Households	92,433	156,674	207,195	256,400	278,000	333,000	365,000
Jobs	87,000	182,000	304,559	413,300	455,000	575,000	670,000
Auto Registrations	129,404	256,620	382,435	486,546			
Autos/Household	1.0	1.2	1.3	1.4			
Drivers/Commuters	66.1	74.1	72.8	81.9			
C'ty Expenditures on Transit (\$m)	0	13.4	24.0	65.3			
Miles of County Road	1,606	2,032	2,261	2,385			
Mass Transit Ridership (millions):							
Ride-On		-	6.4	10.0			
MARC Rail		0.6	0.4				
Metrorail		-	11.1	22.4			
Metrobus		-	11.9	11.2			



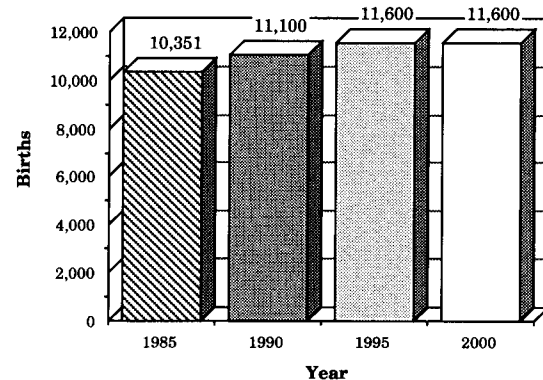
Source: MNCPPC Data  
Council Staff Data  
Division of Motor Vehicles  
MC Dept. of Transportation

## Elderly Population Growth

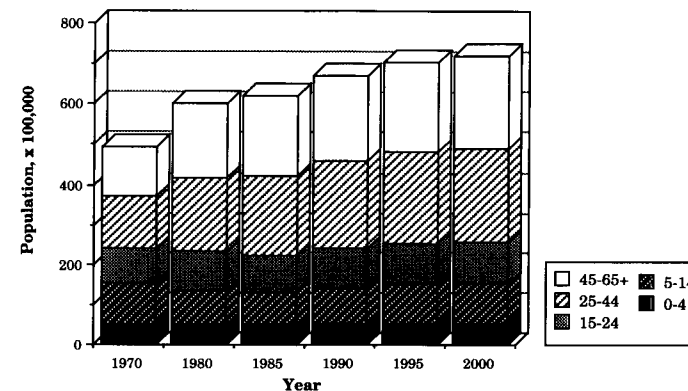


Annual Growth of Elderly versus  
General Population Montgomery County

## Montgomery County—Annual Births



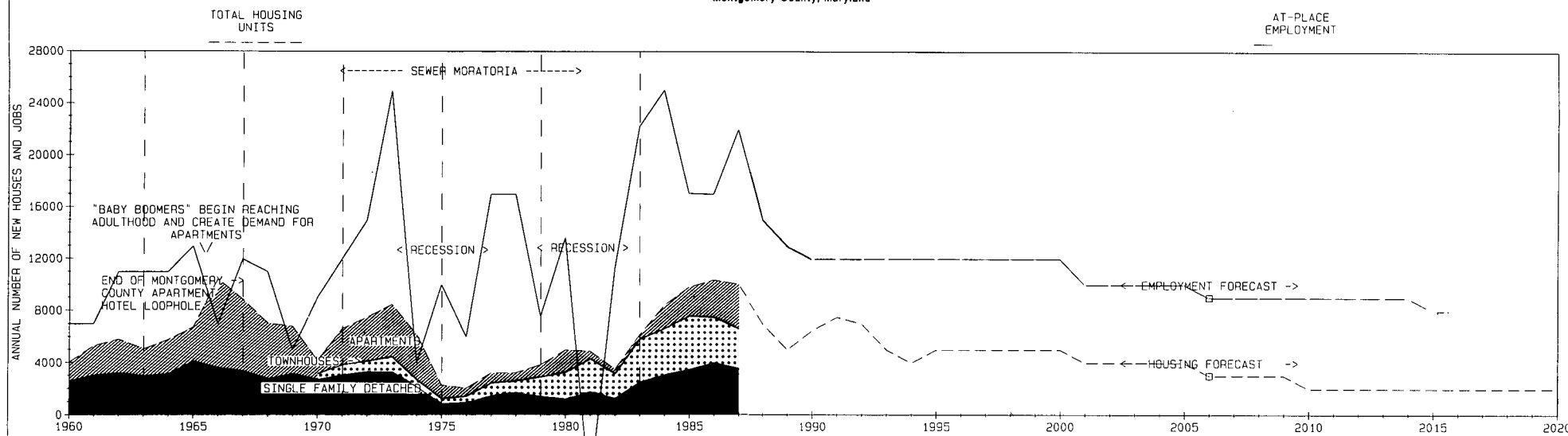
## Population Breakdown by Age



Source: County Office of  
Management & Budget

## HOUSING AND EMPLOYMENT GROWTH 1960 - 1986

Montgomery County, Maryland





## MONTGOMERY COUNTY TRENDS AND PROJECTIONS

POPULATION	1960	1970	1980	1985	1987 Est.	1990	1995	2000	2010	2020
Total Population:	340,928	522,809	579,053	628,000	680,000	710,000	760,000	785,000	820,000	870,000
Population Per Sq. Mile: [494 Sq. Miles]	690	1,058	1,172	1,271	1,377	1,437	1,538	1,589	1,660	1,761
Registered Voters: [1962]	148,708	208,179	325,002	372,830	355,067					
Births:	8,199	8,187	7,394	10,351	10,800	11,100	11,600	11,600	10,000	10,000
Age 0-4:		43,074	33,374	40,580	45,500	50,530	53,340	53,850	53,791	42,221
Age 5-14:	79,701	112,707	87,093	81,330	84,300	95,500	110,460	115,330	117,700	151,886
Age 15-24:		84,387	97,554	87,300	85,000	98,030	97,930	102,360	80,733	74,743
Age 25-34:		69,402	100,777	106,260	123,600	118,820	125,680	127,010	126,078	116,844
Age 35-44:		69,943	81,673	101,690	114,900	115,000	121,480	123,760	124,560	109,537
Age 45-64:		110,677	127,677	140,790	142,100	145,170	155,520	164,780	180,698	224,334
Age 65 and over:	17,963	32,619	50,905	64,450	69,600	81,350	90,000	92,320	99,700	150,436
Median Age:	28.3	27.9	32.1	34.6	34.5	34.2	34.3	34.6		

Sources: Metropolitan Washington Council of Governments, "Round 4 Cooperative Forecasts", 1987.  
M/NCPPC, "Trends & Forecasts: Jobs, Housing, Population & Births", December 1987.  
M/NCPPC, Research Division "1987 Census Update".  
Department of Finance, Annual Financial Reports

<u>HOUSING</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1985</u>	<u>1987</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2010</u>	<u>2020</u>
						[Projections:]				
Households:	92,433	156,674	207,195	235,900	256,400	278,000	308,000	333,000	365,000	390,000
Avg. Household Size:	3.69	3.34	2.79	2.66	2.65	2.55	2.47	2.36	2.25	2.23
Housing Inventory:	97,141	161,378	216,221	235,917	260,500	278,000	312,600	341,500		
Types of Housing:				[1984:]						
Single-Family Detached:	77,482	110,545	126,597	133,008	143,293					
Townhouses:	1,967	2,420	20,657	25,246	37,915					
Condominiums/Co-ops:		1,154	12,245	13,780	17,298					
Apartments:	17,692	48,507	56,722	56,402	61,994					
Building Permits:	6,816	7,571	7,444	14,032	17,237					
	[1962]									
Residential Building Permits:		10,605	5,683	9,642	6,272					
		[1972]								
Median Cost of Homes:	\$19,800	\$32,700	\$97,300	\$106,000	\$115,000					
						[1986]				
Median Rental Cost:	\$98	\$165	\$331	\$517	\$596					
Number of MPDUs:			1,037	5,084	6,552					
MPDU Income Eligibility (4 person household):			\$32,867	\$34,000	\$34,000					

Source: M/NCPPC "Trends & Forecasts: Jobs, Housing, Population & Births", December 1987.

M/NCPPC Census Updates, 1985 and 1987.

Department of Finance, Annual Financial Reports.

Note: Housing type breakdown must be considered approximate due to differences in category definitions over time.

<u>ECONOMIC DEVELOPMENT</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1985</u>	<u>1987</u> Est	<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2010</u>	<u>2020</u>
Jobs Within County:	87,000	182,000	304,559	370,939	405,000	455,000	515,000	575,000	670,000	730,000
Kinds of Jobs:										
Agriculture, Resources			1,353	2,304	3,110					
Construction:			27,131	34,029	38,325					
Finance, Insurance,										
Real Estate			21,622	26,540	29,100					
Manufacturing			17,570	21,473	23,970					
Retail/Wholesale			59,866	72,035	80,575					
Services			79,150	112,416	130,500					
Self-Employed & Other			17,551	19,058	22,060					
Federal Government			45,258	47,264	47,650					
State & Local Govt.			26,600	25,700	26,850					
Residents Employed:	88,900	181,000	299,748	331,069	383,224					
				[1984]						
% Employed in County:	48%	55%	58%	60%	59%					
Commercial/Office Space:										
[Square Feet, 000's]			2,554	5,832						
Farm Acreage:		158,412	130,321	123,195						
Regional Employment Forecasts:										
Montgomery County:			302,000	371,000		455,000	515,000	575,000	670,000	
Fairfax County:			214,500	265,800		337,400	399,700	464,000	547,300	
Prince George's County:			245,000	274,500		311,800	348,100	386,700	473,000	
District of Columbia:			666,000	686,100		718,200	780,000	816,700	886,000	
Arlington County:			141,000	170,800		214,700	234,000	243,200	261,800	

Sources: U.S. Department of Commerce, Bureau of the Census, "County Business Patterns" 1980 and 1985.

M/NCPPC, "Trends & Forecasts: Jobs, Housing, Population and Births", December, 1987.

M/NCPPC Census Updates, 1984 and 1987.

Montgomery County Department of Finance.

Montgomery County Statistical Profiles, 1974 and 1977. Metropolitan Washington Council of Governments Round 4 Intermediate Forecasts.

Maryland Department of State Planning (1990-2005 Employment Forecasts).

OMB/8367A

COUNTY FINANCIAL DATA	1960	1970	1980	1985	1987	1990	1995	2000	2010	2020
Assessable Tax Base: [\$ Millions]										
Residential:	938	2,093	5,561	9,112	10,829	14,215	20,980	31,125		
Non-Residential:	113	561	1,335	2,110	2,955	4,545	8,055	13,985		
Property Tax Rate: [Average Per \$100 Value]										
On Assessed Value:	\$3.15	\$3.43	\$3.50	\$3.20	\$3.22					
On Market Value:			\$1.22	\$1.19	\$1.15					
Personal Income: [\$ Millions]	\$3,385	\$6,151	\$8,880	\$14,550		\$22,130	\$33,591			
Property Tax As % of Income:			2.2%	2.1%	2.0%					
Property Transfer Tax Collections: [\$ Millions]		8.5	18.6	27.6	44.7					
Total Government Expenditures: [Fiscal Years, Tax-Supported Agencies]		214.3	604.0	879.1	1046.4					
County Government Revenues:		230.7	620.1	906.7	1083.0					
Total Government Workyears:		15,404	19,802	19,017	19,978					
Govt. Workyears Per 1,000 Pop.:		29.5	34.2	30.3	29.4					
Bonded Debt Outstanding: [General Obligation, \$ Million [1961]]	77.7	204.1	376.4	504.9	787.5					
Long Term Debt Repaid: [1961]	7.5	17.5	45.1	76.4	86.1					
Bonded Debt % of Market Value:		3.50%	2.19%	1.68%	1.38%					
Per Capita Income:		6,090	15,321	23,250	25,040					
CPI (1979= 100)			100.0	141.3	151.5					

Sources: Department of Finance, "Revenue Comparisons", 1987.  
 Department of Finance, Annual Financial Reports.  
 OMB, Annual Budget Documents.

# Supplementary Charts

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LEISURE AND RECREATION	1960	1970	1980	1985	1987	1990	1995	2000	2010	2020
School Age Children (5-18):	99,085	154,288	188,269	125,880	120,508		155,641			
Young Adults (19-34):	62,240	112,208	147,515	170,689	172,304		178,423			
Adults (35-44):	58,623	69,943	81,673	81,225	114,850		121,477			
Adults (45-54):	39,669	69,331	69,122	70,492	74,734		94,601			
Age 55 and older:	37,206	73,965	109,460	124,739	137,072		150,915			
Acres of County-Owned Parkland	3,716	16,593	23,500	26,222	26,433					
State/Federal Parkland:					14,085					
Other Parkland and Open Space: (Including Municipal)					6,818					
Recreational Facilities:										
Community Buildings, Shelters:		51	87	174	195					
Playgrounds:	89	121	155	243	248					
	[1962]									
Ballfields:		138			185		222			
		[1975]								
Tennis Courts:		203			220		238			
County Swimming Pools:		2	3	8	10	10	12	13		
Neighborhood Parks:			93	95	98					
Libraries:		17		19	20	21	22			
Registered Borrowers:				328,000	355,000	405,000	494,000			
Materials Borrowed (Circulation)				7,665	7,938					

Sources: M/NCPPC: "Parks, Recreation, Open Space (PROS) Plan", 1987.  
Department of Libraries.  
Department of Finance, Annual Financial Reports.

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<u>PUBLIC SAFETY:</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1985</u>	<u>1987</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2010</u>	<u>2020</u>
Fire and Rescue:										

Fire Stations:	23	27	32	33	33					
	[1962]									
Number of Career Personnel:	168	348	688	709	755					
Volunteer Firefighters:	1,290	1,493	750	1,069	685					
Police:										
Number of Police Officers:	348	577	781	783	794					

Source: Department of Finance, Annual Financial Reports.

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<u>HEALTH AND SOCIAL:</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1985</u>	<u>1987</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2010</u>	<u>2020</u>
					[Est.]					

Public Medical Assistance:										
[Applications monthly]			51	76	80					
Medicaid Recipients:										
[Monthly applications for]			350	674	700					
Doctors per 1,000 Population:										
Hospital Beds:										
Food Stamp Recipients:										
[Monthly cases]		3,010	4,592	5,807	5,857					
		[1973]								
Public Assistance Checks Issued:			64,884	72,312	70,560					
[Annually]										
Adolescents receiving public outpatient day treatment:			45	47	51					
Children in Foster Care:			749	680	670					
Children returned home, placed, or adopted:			256	282	282					
Senior Adults recruited as Community Volunteers:			900	1,086	1,113					

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The Commission on the Future of Montgomery County would like to thank the hundreds of citizens who participated in our public forums and also those who submitted their comments in writing.

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